



May 2013

DEFENSE HEADQUARTERS

DOD Needs to Periodically Review and Improve Visibility Of Combatant Commands' Resources

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DOD Needs to Periodically Review and Improve Visibility Of Combatant Commands' Resources

Why GAO Did This Study

To perform its missions around the world, DOD operates geographic combatant commands each with thousands of personnel. In response to direction from the congressional committees to review the resources of the combatant commands, GAO (1) identified the trends in the resources devoted to DOD's geographic combatant commands and their service component commands, and (2) assessed the extent that DOD has processes in place to manage and oversee the resources of the combatant commands. For this review, GAO obtained and analyzed data on resources, to include authorized positions and mission and headquarters-support costs, for five regional combatant commands' and their service component commands, excluding U.S. Central Command. GAO also interviewed officials regarding commands' manpower and personnel policies and procedures for reporting resources.

What GAO Recommends

GAO recommends DOD: require a periodic evaluation of the combatant commands' size and structure; use existing systems to manage and track all assigned personnel; develop a process to gather information on authorized manpower and assigned personnel at the service component commands; and require information in the budget on authorized positions, full-time equivalents, and funding for each combatant command. DOD non-concurred with GAO's first recommendation, but GAO believes it is still needed to add rigor to the manpower requirements process. DOD concurred with GAO's three other recommendations.

View [GAO-13-293](#). For more information, contact John H. Pendleton at (202) 512-3489 or pendletonj@gao.gov.

What GAO Found

GAO's analysis of resources devoted to the Department of Defense's (DOD) geographic combatant commands shows that authorized military and civilian positions and mission and headquarters-support costs have grown considerably over the last decade due to the addition of two new commands and increases in authorized positions at theater special operations commands. Data provided by the commands shows that authorized military and civilian positions increased by about 50 percent from fiscal years 2001 through 2012, to about 10,100 authorized positions. In addition, mission and headquarters support-costs at the combatant commands more than doubled from fiscal years 2007 through 2012, to about \$1.1 billion. Both authorized military and civilian positions and mission and headquarters-support costs at the service component commands supporting the combatant commands also increased. Data on the number of personnel performing contract services across the combatant commands and service component commands varied or was unavailable, and thus trends could not be identified.

DOD has taken some steps to manage combatant commands' resources, but its processes to review size and oversee the commands have four primary weaknesses that challenge the department's ability to make informed decisions.

- DOD considers the combatant commands' requests for additional positions, but it does not periodically evaluate the commands' authorized positions to ensure they are still needed to meet the commands' assigned missions.
- DOD tracks some assigned personnel; however, all personnel supporting the commands are not included in DOD's personnel management system and reviews of assigned personnel vary by command.
- The service component commands support both service and combatant command missions. However, the Joint Staff and combatant commands lack visibility and oversight over the authorized manpower and personnel at the service component commands to determine whether functions at the combatant commands can be fulfilled by service component command personnel.
- Each military department submits annual budget documents for operation and maintenance to inform Congress of total authorized positions, full-time equivalents, and mission and headquarters-support funding for all combatant commands that they support. However, these documents do not provide transparency into the resources directed to each combatant command.

GAO's work on strategic human capital management found that high-performing organizations periodically reevaluate their human capital practices and use complete and reliable data to help achieve their missions and ensure resources are properly matched to the needs of today's environment. Until DOD effectively manages the resources of the combatant commands, it may be difficult to ensure that the commands are properly sized to meet their assigned missions, or to identify opportunities to carry out those missions efficiently.

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Abbreviations

AFRICOM	U.S. Africa Command
DOD	Department of Defense
e-JMAPS	Electronic Joint Manpower and Personnel System
EUCOM	U.S. European Command
NORTHCOM	U.S. Northern Command
PACOM	U.S. Pacific Command
SOUTHCOM	U.S. Southern Command

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U.S. GOVERNMENT ACCOUNTABILITY OFFICE

441 G St. N.W.
Washington, DC 20548

May 15, 2013

The Honorable Carl Levin
Chairman
The Honorable James M. Inhofe
Ranking Member
Committee on Armed Services
United States Senate

The Honorable Howard P. "Buck" McKeon
Chairman
The Honorable Adam Smith
Ranking Member
Committee on Armed Services
House of Representatives

To perform its variety of missions around the world, the Department of Defense (DOD) operates geographic combatant commands, and each has thousands of headquarters personnel who assist in coordinating the department's military operations combating transnational terrorism, building foreign partner nations' military capabilities, and conducting international disaster-relief efforts and noncombatant evacuations, among other missions.¹ The geographic combatant commands provide unity of command over all the United States forces in a specific region. Generally, the commander of each combatant command has the authority to organize the structure of each command as necessary to carry out assigned missions and maintain staff to assist in exercising authority, direction and control over subordinate commands and other assigned forces.² These subordinate commands include dedicated service component commands, subordinate unified commands, and joint task

¹DOD has nine combatant commands with an assigned geographic region or assigned function. The six geographic commands, which have defined areas of operation and have a distinct regional military focus, are U.S. Africa Command, U.S. Central Command, U.S. European Command, U.S. Northern Command, U.S. Pacific Command, and U.S. Southern Command. Our review focused on the geographic combatant commands, but excluded U.S. Central Command. The three functional commands, which have unique capabilities and operate worldwide, are U.S. Special Operations Command, U.S. Strategic Command, and U.S. Transportation Command.

²See, e.g., 10 U.S.C. § 164; Department of Defense Directive 5100.01, *Functions of the Department of Defense and Its Major Components*, (Dec. 21, 2010).

forces, each with its own staff, which support the combatant commands in conducting their operational missions.

In January 2012, the Administration released defense strategic guidance to direct defense priorities and spending over the coming decade.³ It is intended to help guide decisions in determining the size and shape of the department for the future, with a global presence emphasizing the Asia-Pacific and Middle East regions of the world. One of the principles outlined in the guidance is the need to examine the existing campaign and contingency plans in the context of the new strategy so that more limited resources may be better aligned with current mission requirements.⁴ Further, it states that DOD must continue to reduce the cost of doing business, which includes reducing the rate of growth in personnel costs and finding further efficiencies in overhead and headquarters, in its business practices, and in other support activities. At a time of growing economic and fiscal constraints, it is critical that DOD ensure the geographic combatant commands, their subordinate unified commands and other activities, and respective service component commands have the appropriate levels of resources to meet current mission requirements in the most efficient and effective manner possible.

In response to direction from the congressional committees to review the resources of the combatant commands,⁵ this report (1) identifies the trends in resources devoted to DOD's geographic combatant commands and their service component commands, and (2) assesses the extent that DOD has processes in place to manage and oversee the resources of the combatant commands.⁶

³Department of Defense, *Sustaining U.S. Global Leadership: Priorities for 21st Century Defense*, (Jan. 3, 2012).

⁴Campaign and contingency plans include a series of related military operations aimed at achieving objectives within a given time and regional area, and any major contingencies that can reasonably be anticipated.

⁵See H. Rep. No. 112-479 (May, 11, 2012) and Conf. Rep. No. 112-705 (Dec. 8, 2012) accompanying H.R. 4310 National Defense Authorization Act for Fiscal Year 2013.

⁶For purposes of this report, we use the term "resources" to refer to authorized military and civilian positions, assigned personnel, personnel performing contract services, and mission and headquarters-support costs.

To conduct this work we identified sources of information within DOD that would provide data on the resources at the geographic combatant commands, to include their subordinate unified commands and other activities, and corresponding service component commands. We focused our review on five geographic combatant commands—U.S. Africa Command, U.S. European Command, U.S. Northern Command, U.S. Pacific Command, and U.S. Southern Command. Our review excluded U.S. Central Command and its corresponding service component commands due to their responsibilities to support military operations in Iraq and Afghanistan during the past several years. To identify trends in resources devoted to DOD's geographic combatant commands, to include their subordinate unified commands and other activities, and their service component commands, we obtained and analyzed available authorized positions and actual assigned personnel (military, civilian, and contractors) data and operation and maintenance obligations data for each of the five geographic combatant commands, and their corresponding service component commands from fiscal years 2001 through 2012.⁷ We focused our review on operation and maintenance obligations—as these obligations reflect the primary mission and headquarters-support costs of the combatant commands, to include their subordinate unified commands and other activities, and their corresponding service component commands—to include the costs for civilian personnel and service-support contracts.⁸ Our review excluded obligations of operation and maintenance funding for DOD's overseas contingency operations not part of DOD's base budget. Since historical data was unavailable in some cases, we limited our analysis of trends to authorized military and civilian positions at the combatant commands from fiscal years 2001 through 2012 and authorized military and civilian positions at the service component commands from fiscal years 2008 through 2012. Due to the availability of data, we similarly limited our analysis of trends in operation and maintenance obligations at the combatant commands and service component commands to fiscal years

⁷For purpose of this report, authorized positions refer to military and civilian positions that have been approved by DOD components for funding for a specific fiscal year. Also, assigned personnel refer to military and civilian personnel assigned to fill authorized or temporary positions, and other personnel performing contract services.

⁸For purposes of this report, we refer to these operation and maintenance obligations as mission and headquarters-support costs. Mission and headquarters-support costs reflect the costs for civilian personnel and contract services, among others costs. This does not include the costs for military personnel.

2007 through 2012. We assessed the reliability of the data given these and other limitations, and we determined it was sufficiently reliable for our purposes. To determine the extent to which DOD has processes in place to manage and oversee the resources of the combatant commands, we obtained and analyzed documentation on DOD's policies, procedures, and systems used for determining and validating manpower requirements⁹ and managing personnel at the combatant commands, to include their subordinate unified commands and other activities, and corresponding service component commands. We also interviewed officials at DOD, the Joint Staff, the geographic combatant commands and some of their respective subordinate unified commands, and the service component commands to obtain documentation on any steps DOD had taken to reexamine the size and structure of its combatant commands and the processes that the combatant commands and their components use to determine, track and report their manpower and assigned personnel (military, civilians, and contractors) and mission and headquarters-support costs.

We conducted this performance audit from May 2012 to May 2013 in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

Background

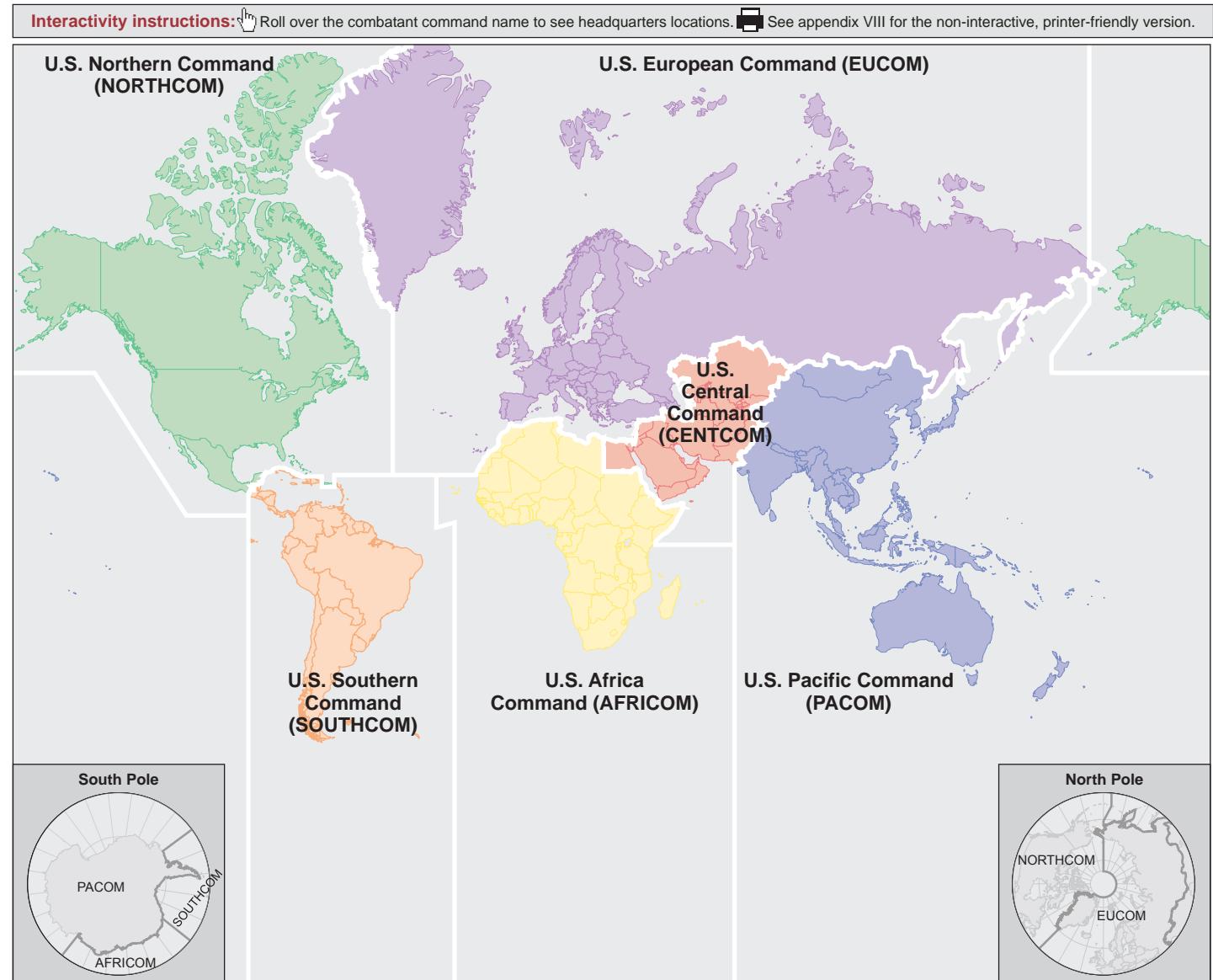
The department's Unified Command Plan sets forth basic guidance to all combatant commanders and establishes the missions, responsibilities, and areas of geographic responsibility among all the combatant commands.¹⁰ There are currently nine combatant commands—six geographic and three functional. The six geographic combatant

⁹A manpower requirement is defined as a human resource needed to accomplish specified workloads of an organization broken out by command, activity, skills, grade and location.

¹⁰DOD's Unified Command Plan is a key strategic document prepared by the Chairman of the Joint Chiefs of Staff and approved by the President. The Chairman of the Joint Chiefs of Staff is required by 10 USC § 161 to review the Unified Campaign Plan not less often than every two years, and to recommend any changes to the President through the Secretary of Defense.

commands have responsibilities for accomplishing military operations in regional areas of the world. The three functional combatant commands operate worldwide across geographic boundaries and provide unique capabilities to the geographic combatant commands and the military services. In addition, each geographic combatant command is supported by multiple service component commands that help provide and coordinate service-specific forces, such as units, detachments, organizations and installations, to help fulfill the commands' current and future operational requirements. Figure 1 is a map of the areas of responsibility and headquarters locations of the geographic combatant commands, to include some of their subordinate unified commands and their respective service component commands.

Figure 1: Areas of Responsibility and Headquarters Locations of the Geographic Combatant Commands, some of their Subordinate Unified Commands, and their Service Component Commands



Source: GAO analysis of DOD information.

According to DOD Directive 5100.03, *Support of the Headquarters of Combatant and Subordinate Unified Commands*, the military departments—as combatant command support agents—are responsible for programming, budgeting, and funding the administrative and logistical support of the headquarters of the combatant commands and subordinate unified commands. On an annual basis the three military departments assess needs and request funding as part of their respective operation and maintenance budget justification to meet this requirement to support the combatant commands and subordinate unified commands. The directive assigns each military department responsibility for specific combatant commands and subordinate unified commands. Table 1 provides a listing of the combatant commands, their subordinate unified commands, and the military departments that support them.

Table 1: Combatant Commands, Subordinate Unified Commands, and Their Combatant Command Support Agents

Command and Subordinate Commands (indented)	Support Agent
HQ U.S. Africa Command	Secretary of the Army
HQ Special Operations Command Africa	Secretary of the Army
HQ U.S. Central Command	Secretary of the Air Force
HQ Special Operations Command Central	Secretary of the Air Force
HQ U.S. Element, North American Aerospace Defense Command	Secretary of the Air Force
HQ U.S. European Command	Secretary of the Army
HQ Special Operations Command Europe	Secretary of the Army
HQ U.S. Northern Command	Secretary of the Air Force
HQ U.S. Pacific Command	Secretary of the Navy
HQ U.S. Forces Korea	Secretary of the Army
HQ U.S. Forces Japan	Secretary of the Navy
HQ Alaskan Command	Secretary of the Navy
HQ Special Operations Command Pacific	Secretary of the Navy
HQ Special Operations Command Korea	Secretary of the Army
HQ U.S. Southern Command	Secretary of the Army
HQ Special Operations Command South	Secretary of the Army
HQ U.S. Special Operations Command	Secretary of the Air Force
Joint Special Operations Command	Secretary of the Army
HQ U.S. Strategic Command	Secretary of the Air Force
HQ U.S. Cyber Command	Secretary of the Air Force
HQ U.S. Transportation Command	Secretary of the Air Force

Source: Table presented in DOD Directive 5100.03 Support of the Headquarters of Combatant and Subordinate Unified Commands.

Note: According to DOD Directive 5100.03, arrangements for administrative and logistical support of the headquarters of other joint activities established within a particular combatant command shall be resourced through agreements developed between the combatant command and other DOD components or as otherwise directed.

Unless otherwise directed by the President or the Secretary of Defense, the commanders of these combatant commands are given authority to organize the structure of their commands as they deem necessary to carry out assigned missions and maintain staff to assist them in exercising authority, direction and control over subordinate unified commands and other assigned forces. The commands' structure may include a principal staff officer, personal staff to the commander, a special staff group for technical, administrative, or tactical advice and other groups of staff that are responsible for managing personnel, ensuring the availability of intelligence, directing operations, coordinating logistics, preparing long-range or future plans, and integrating communications systems.¹¹ The commands may also have liaisons or representatives from other DOD agencies and U.S. government organizations integrated into their staffs to enhance the command's effectiveness in accomplishing their missions. While the commands generally conform to these organizational principles, there may be variations in a command's structure based on its unique mission areas and responsibilities.

The staff of a combatant command, subordinate unified command, or a joint task force is generally composed of military and civilian personnel drawn from the Air Force, Army, Navy and Marine Corps, personnel from other DOD components, interagency personnel, and other personnel associated with contracted services.¹² Chairman of the Joint Chiefs of Staff Instruction 1001.01A, *Joint Manpower and Personnel Program*, outlines the process for determining and documenting requirements for manpower at joint organizations, including the combatant commands.¹³ The instruction states that commands should be structured to the minimum essential size required to meet approved missions and average workload expected for at least the next 36 months. The commands are to consider a number of factors when determining manpower requirements,

¹¹Joint Publication 1, *Doctrine for the Armed Forces of the United States* (March 2009) states that staff organization generally should conform to these organizational principles.

¹²Joint Publication 1, *Doctrine for the Armed Forces of the United States*.

¹³Chairman of the Joint Chiefs of Staff Instruction 1001.01A, *Joint Manpower and Personnel Program*, (Oct. 1, 2010).

Geographic Combatant Commands' Resources Have Grown Considerably over the Last Decade

including the total number of positions needed and the mix of military, civilian, and contractor support needed.¹⁴ After the commands' manpower requirements have been determined and validated, the requirements are documented on each command's manning document, called the Joint Table of Distribution, which contains permanent authorized positions for military, civilians and other personnel responsible for managing the day-to-day operations of the command.¹⁵ Other processes exist to identify additional manpower that commands' may require to shift to a wartime, contingency or mobilization footing, and that may be required to fill temporary organizations that are established to meet short-term mission requirements.

Since fiscal year 2001, the number of authorized military and civilian positions and mission and headquarters-support costs devoted to the five geographic combatant commands that we reviewed substantially increased. In our analysis of data provided by the commands, we found considerable increases in the number of authorized military and civilian positions—about 50 percent from fiscal year 2001 through fiscal year 2012—and in the costs for mission and headquarters-support—more than doubling from fiscal year 2007 through fiscal year 2012—at the five combatant commands that we reviewed.¹⁶ Data on the service component commands also indicated that authorized military and civilian positions increased by more than 30 percent from fiscal years 2008 through 2012 and mission and headquarters-support costs increased by more than 40 percent from fiscal years 2007 through 2012. In addition to data on authorized military and civilian positions, we found that the data on the number of personnel performing contract services across the combatant

¹⁴According to Department of Defense Instruction 1100.22, *Policy and Procedures for Determining Workforce Mix* (Apr. 12, 2010), DOD's workforce shall be established to successfully execute missions at a low-to-moderate level or risk. The instruction establishes policy, assigns responsibilities, and prescribes procedures for determining the appropriate mix within the department of military and civilian manpower and contractor support.

¹⁵The Joint Table of Distribution is a manpower document that identifies positions and enumerates the spaces that have been approved for each organizational element of a joint activity for a specific fiscal year and those spaces which have been accepted for planning and programming purposes for the subsequent five fiscal years.

¹⁶We included positions at the commands' subordinate unified commands and joint task forces for purposes of our analysis, since these positions are part of the commands' authorized structure that is documented on its Joint Table of Distribution.

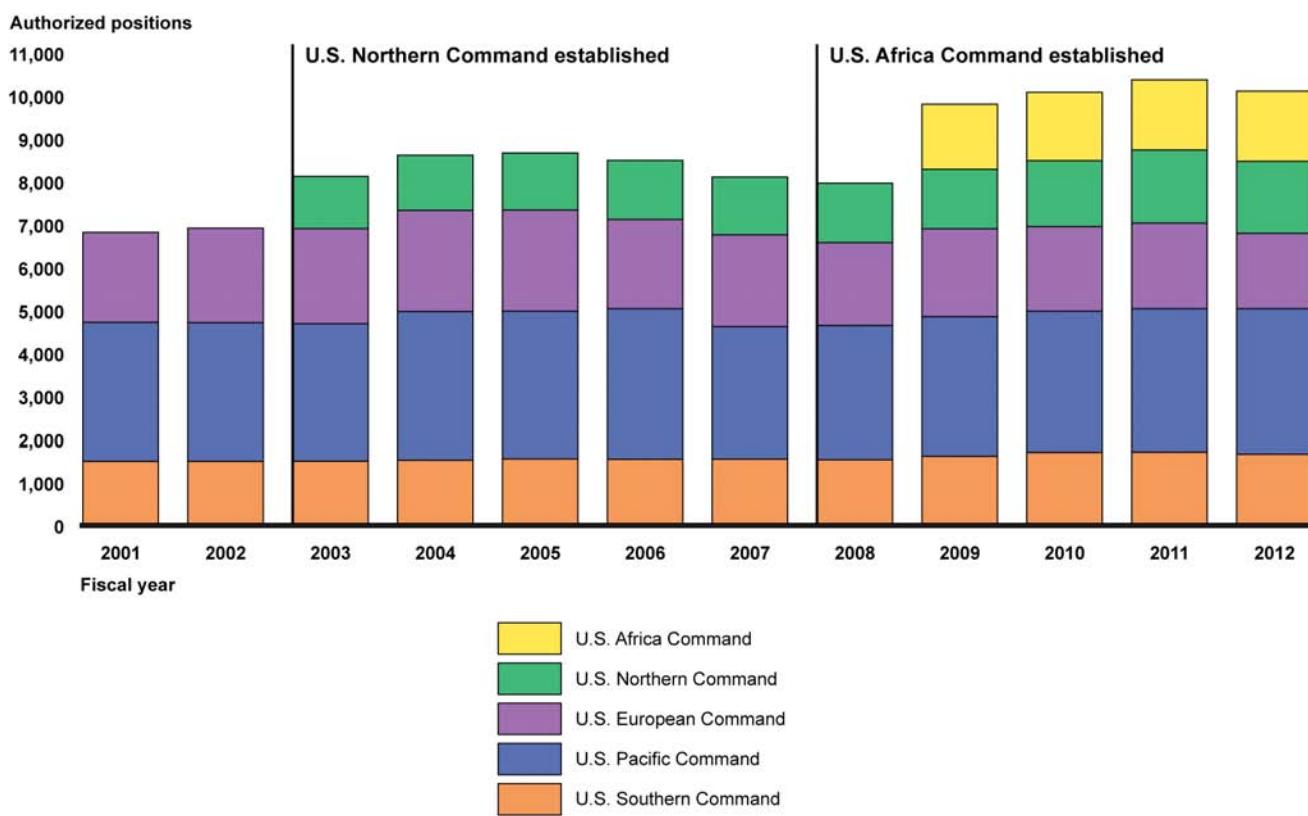
commands and service component commands varied or was unavailable, and thus trends could not be identified.

Number of Authorized Military and Civilian Positions Has Grown at Combatant and Service Component Commands

The authorized number of military and civilian positions for the five geographic combatant commands that we reviewed rose from about 6,800 in fiscal year 2001 to more than 10,100 in fiscal year 2012, primarily due to the addition of new organizations and missions. Our analysis of data showed that the establishment of U.S. Northern Command in fiscal year 2003 and U.S. Africa Command in fiscal year 2008 drove the increase in the total number of authorized military and civilian positions since fiscal year 2001. U.S. Northern Command was established in fiscal year 2003 to provide command and control over DOD's homeland defense mission and to coordinate defense support of civil authorities. U.S. Africa Command was established in fiscal year 2008 to focus U.S. security efforts within the African continent and strengthen security cooperation with African countries, which had been primarily the responsibility of U.S. European Command.¹⁷ At the remaining combatant commands, our analysis showed growth in the number of authorized positions in each command's theater special operations command, which further drove overall position increases. For example, from fiscal years 2001 through 2012 the number of authorized positions at U.S. Pacific, European, and Southern Commands' theater special operations commands increased by almost 400 positions, largely to fulfill increased mission requirements. Figure 2 shows the increases or changes in total authorized military and civilian positions at the five geographic combatant commands that we reviewed.

¹⁷U.S. Africa Command reached initial operating capability in fiscal year 2008 and reached full operating capability in fiscal year 2009. Approximately 420 positions authorized for U.S. Africa Command were transitioned out of U.S. European Command during fiscal years 2006 through 2008, prior to U.S. Africa Command becoming fully operational.

Figure 2: Number of Authorized Military and Civilian Positions at Five Geographic Combatant Commands in Fiscal Years 2001 through 2012



Note: Authorized military and civilian positions represent approved, funded manpower requirements at the geographic combatant commands and do not include personnel performing contract services. U.S. Africa Command was established in fiscal year 2008, although it did not become fully operational as an independent command till fiscal year 2009, and therefore its authorized positions are not reflected in fiscal year 2008.

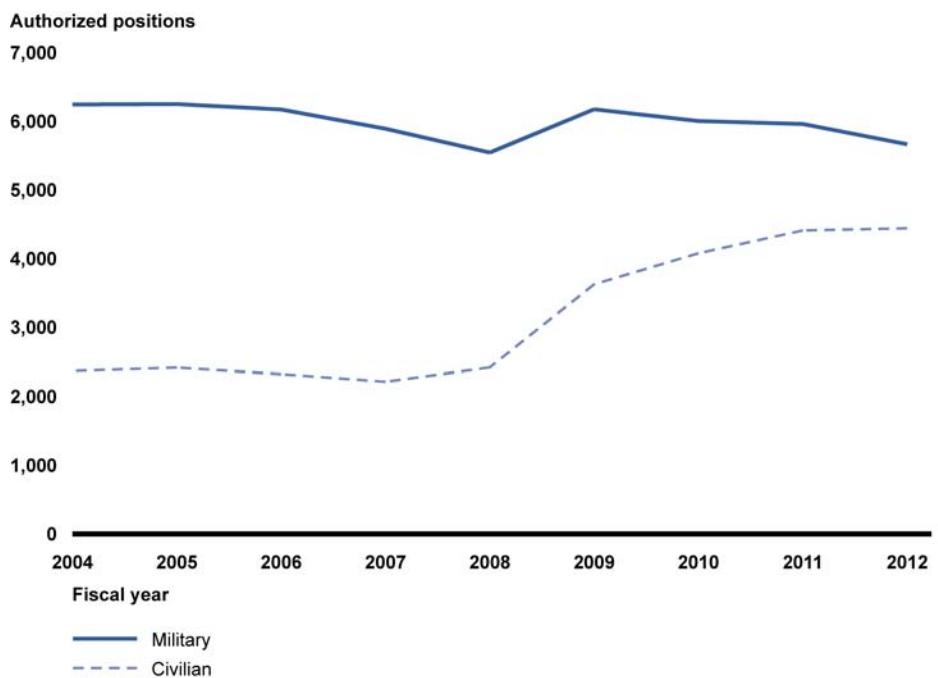
The geographic combatant commands have also become much more reliant on civilian personnel. We found that the number of authorized civilian positions at the combatant commands almost doubled from about 2,370 in fiscal year 2004 to about 4,450 in fiscal year 2012. In contrast, the number of authorized military positions decreased about 9 percent from approximately 6,250 to 5,670 in the same period. This changed the composition of the commands markedly. In fiscal year 2004, military positions made up about three-quarters of total authorized positions supporting the combatant commands that we reviewed; however, due to the substantial increase in the number of authorized civilian positions the proportion of military positions at the combatant commands is now just

over half. According to DOD officials, the increase in authorized civilian positions is due in part to DOD-directed efforts to convert positions filled by military personnel or contractors to civilians. As part of the Secretary of Defense's 2010 efficiency initiative, baselines were established for the number of authorized civilian positions at the combatant commands for fiscal years 2011 through 2013.¹⁸ In June 2011, the Secretary of Defense directed a series of initiatives designed to more effectively manage combatant command manpower and funding, which further set baselines for civilian manpower at the combatant commands for fiscal years 2013 through 2017.¹⁹ Any growth above these baselines in fiscal years 2013 through 2017 has to be revalidated by the Joint Staff and military services, and must be based on workload and funding considerations. This baseline in civilian positions is reflected in our analysis of the number of authorized positions at the five geographic combatant commands, with growth in civilian positions slowing significantly from fiscal years 2011 through 2012. Figure 3 shows changes in the combatant commands' number of authorized military and civilian positions from fiscal years 2004 through 2012.

¹⁸The Secretary of Defense's 2010 efficiency initiative directed the department to take a number of steps to limit personnel growth across the department, including instituting caps on authorized civilian personnel, which included civilians at the combatant commands and service component commands.

¹⁹Secretary of Defense, *Combatant Command (COCOM) Civilian and Contractor Manpower Management*, (June 29, 2011).

Figure 3: Combatant Commands' Number of Authorized Military and Civilian Positions in Fiscal Years 2004 through 2012



Source: GAO analysis of DOD data.

Note: We limited our analysis of authorized military and civilian positions to fiscal years 2004 through 2012 because an unclassified breakout of U.S. Pacific Command's authorized military and civilian positions for fiscal years 2001 through 2003 was unavailable. Authorized military and civilian positions represent approved, funded manpower requirements at the combatant commands and do not include personnel performing contract services.

The availability of data on the number of contractor personnel or full-time equivalents²⁰ varied across the combatant commands, and thus trends could not be identified. DOD officials stated the department generally tracks and reports expenditures for contract services, and that the combatant commands were not required to maintain historical data on the number of contractor personnel. We found that the combatant commands had taken initial steps to collect data on contractor full-time equivalents and reliance on personnel performing contractor services varies across the combatant commands. For example, U.S. Northern Command

²⁰Full-time equivalent employment is the basic measure of the levels of employment used in budgeting and is the total number of hours worked (or to be worked) divided by the number of compensable hours applicable to each fiscal year.

reported having 460 contractor full-time equivalents at its command in fiscal year 2012, whereas U.S. European Command reported having 169 contractor full-time equivalents supporting the command in fiscal year 2012. Our work over the past decade on DOD's contracting activities has noted the need for DOD to obtain better data on its contracted services and personnel to enable it to make more informed management decisions, ensure department-wide goals and objectives are achieved, and have the resources to achieve desired outcomes. In response to GAO's past work, DOD has outlined its approach to document contractor full-time equivalents and collect manpower data from contractors. However, DOD does not expect to fully collect contractors' manpower data until fiscal year 2016.²¹ The Secretary of Defense, as part of his 2010 efficiency initiative, directed the department to reduce funding for service-support contracts by 10 percent per year across the department for fiscal years 2011 through 2013. In June 2011, the Secretary of Defense established limits on service support contract expenditures at the combatant commands in fiscal years 2011 through 2013.²²

Our analysis of data provided by the military services showed that total authorized military and civilian positions at the service component commands supporting the geographic combatant commands we reviewed increased by about one-third from about 5,970 in fiscal year 2008 to about 7,800 in fiscal year 2012.²³ The increases in authorized military and civilian positions at the service component commands supporting U.S. European Command account for more than one-third of the total increase in authorized positions across all the service component commands. Among the services, the Army's service component commands saw the greatest increase in authorized positions, accounting for about 85 percent

²¹See GAO, *Defense Acquisitions: Further Actions Needed to Improve Accountability for DOD's Inventory of Contracted Services*, GAO-12-357, (Washington, D.C. Apr. 6, 2012); *Defense Headquarters: Further Efforts to Examine Resources Needs and Improve Data Could Provide Additional Opportunities for Cost Savings*, GAO-12-345, (Washington, D.C.: March 21, 2012); and *Defense Acquisitions: Further Action Needed to Better Implement Requirements for Conducting Inventory of Service Contract Activities*, GAO-11-192 (Washington, D.C.: Jan. 14, 2011).

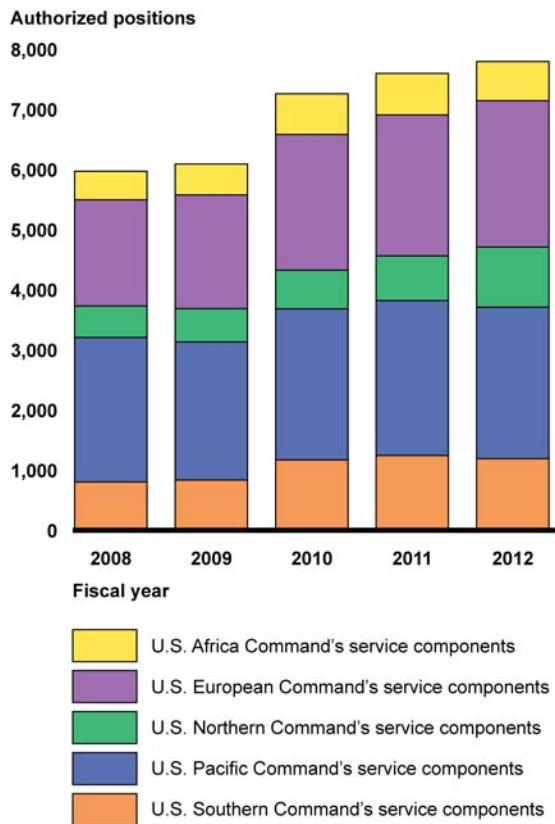
²²Secretary of Defense, *Combatant Command (COCOM) Civilian and Contractor Manpower Management*.

²³Each combatant command is supported by multiple service component commands that help provide and coordinate service-specific forces—such as units, detachments, organizations and installations—to help fulfill the command's current and future operational requirements.

of the total increase in authorized positions. The service component commands fulfill dual roles: organizing, training and equipping assigned service-specific forces while also assisting the combatant commands in their employment²⁴ during military operations. According to DOD officials, service component commands with assigned forces such as Pacific Air Forces and Army Europe, are likely to have larger staffs than service component commands that do not have assigned forces, such as Marine Forces Africa. Figure 4 shows the increase in authorized positions at the service component commands that we reviewed. Similar to the data on the number of personnel performing contract services at the combatant commands, we found that the data on the number of personnel performing contract services at the service component commands varied or was unavailable, and thus trends could not be identified. We found that some service component commands do not maintain data on the number of personnel performing contract services and others used varying methodologies to track these personnel, counting the number of contractors on hand or the number of identification badges issued.

²⁴DOD defines “employment” as the strategic, operational, or tactical use of forces.

Figure 4: Number of Authorized Military and Civilian Positions in Fiscal Years 2008 through 2012 at the Service Component Commands That Support Five Geographic Combatant Commands



Source: GAO analysis of DOD data.

Note: One of the Navy's service component commands supports both U.S. Africa and European Commands and the authorized positions are reflected in the totals for U.S. European Command's service components. The Air Force's service component for U.S. Africa Command was disestablished in fiscal year 2012. U.S. Air Forces in Europe-Air Forces Africa now supports both U.S. Africa and European Commands and its authorized positions are represented in totals for U.S. European Command's service components. Total authorized military and civilian positions represent approved funded manpower requirements at the combatant commands' service component commands and does not include personnel performing contract services.

Mission and Headquarters-Support Costs Have Grown for Combatant and Service Component Commands

When adjusted for inflation, total mission and headquarters-support costs from fiscal years 2007 through 2012—including costs for civilian pay, contract services, travel, and equipment—more than doubled at the five geographic combatant commands we reviewed. The cost growth, from about \$500 million in fiscal year 2007 to about \$1.1 billion in fiscal year 2012, primarily was due to increases in contract services and civilian

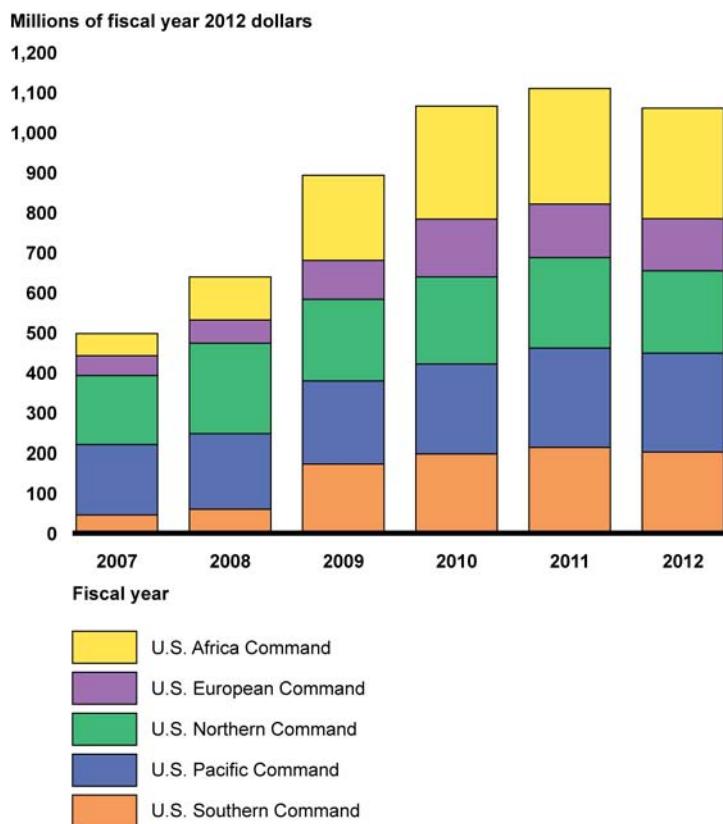
pay.²⁵ For example, U.S. Southern Command's mission and headquarters-support costs more than quadrupled from about \$45 million in fiscal year 2007 to about \$202 million in fiscal year 2012; more than half of the increase was attributable to contract services, and 20 percent of the increase was attributable to civilian pay.²⁶ In addition, U.S. Pacific Command's mission and headquarters-support costs increased from about \$175 million in fiscal year 2007 to about \$246 million in fiscal year 2012; about 65 percent of these cost increases was attributable to civilian pay.²⁷ Figure 5 shows the overall increase or changes in the mission and headquarters-support costs at the five geographic commands that we reviewed from fiscal years 2007 through 2012.

²⁵All mission and headquarters-support costs in this report are in constant fiscal year 2012 dollars unless otherwise noted. Costs were adjusted for inflation using the deflator for DOD total obligation authority by appropriation title-operation and maintenance, excluding the defense health program.

²⁶According to U.S. Southern Command officials, the increase in mission and headquarters-support costs was due to the following four areas: the command's support of Operation Unified Response; the military's response to the 2010 Haiti earthquake; the outfitting and continuing costs of U.S. Southern Command's new headquarters building; and the integration of costs for U.S. Special Operations Command South and for Detainee Operations at Guantanamo Bay, Cuba, into U.S. Southern Command's operation and maintenance budget.

²⁷According to U.S. Pacific Command officials, part of the increase in mission and headquarters-support costs was due to support for the Asia-Pacific Regional Initiative; an environmental study for Guam; and mission growth at Joint Prisoners of War/Missing in Action Command.

Figure 5: Mission and Headquarters-Support Costs at Five Geographic Combatant Commands in Fiscal Years 2007 through 2012



Source: GAO analysis of DOD data.

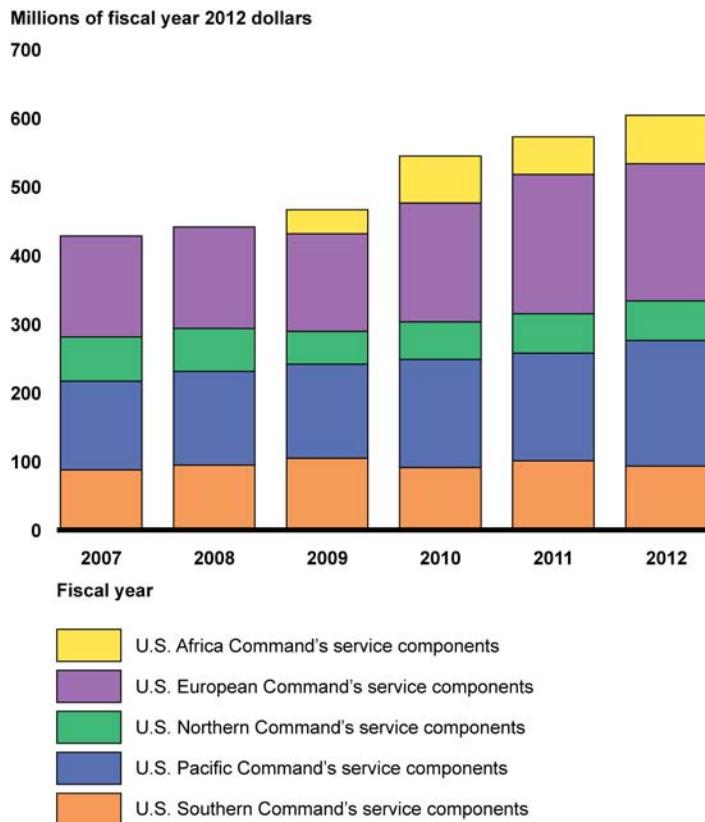
Note: Mission and headquarters-support costs reflect obligations for operation and maintenance reported by DOD components and is represented in constant fiscal year 2012 dollars. These costs include compensation of civilian personnel and contract services, among others costs. This does not include the costs expended by other components such as the Defense Intelligence Agency or U.S. Special Operations Command or the costs for military personnel. See Appendix II for nominal obligations.

When adjusted for inflation, total mission and headquarters-support costs increased by more than 40 percent at the service component commands we reviewed from fiscal years 2007 through 2012. The costs grew from about \$430 million dollars in fiscal year 2007 to about \$605 million in

fiscal year 2012.²⁸ The increase primarily was due to the establishment of U.S. Africa Command's supporting service component commands, which first reported costs in fiscal year 2009. U.S. Africa Command's mission and headquarters-support costs were \$71 million in fiscal year 2012. In addition, the service component commands at U.S. European and Pacific Commands experienced cost increases from fiscal years 2007 through 2012 of about \$53 million and \$54 million respectively, which accounted for the majority of the remaining increase in mission and headquarters-support costs. Figure 6 shows the increase in the mission and headquarters-support costs at the service component commands that we reviewed from fiscal years 2007 through 2012. The Army's service component commands accounted for more than half of the total increase in mission and headquarters-support costs across all service component commands over the period. Across the service component commands the Air Force components account for the majority of the mission and headquarters support—costs. Air Force officials explained that some of their service component commands have assigned forces and that the higher costs at these commands reflect support for the military service's organize, train, and equip mission.

²⁸All mission and headquarters-support costs in this report are in constant fiscal year 2012 dollars unless otherwise noted. Costs were adjusted for inflation using the deflator for DOD total obligation authority by appropriation title-operation and maintenance, excluding the defense health program.

Figure 6: Mission and Headquarters-Support Costs in Fiscal Years 2007 Through 2012 for the Service Component Commands That Support Five Geographic Combatant Commands



Source: GAO analysis of DOD data.

Note: Mission and headquarters-support costs reflect obligations for operation and maintenance reported by DOD components and is represented in constant fiscal year 2012 dollars. See Appendix II for nominal obligations. These costs reflect the costs for civilian personnel and contract services, among others costs. The Navy's service component commands' mission and headquarters-support costs reflect support of both U.S. Africa and European Commands, and these costs are reflected in the totals of the U.S. European Command's service components. The Army was unable to provide mission and headquarters-support costs for Army Africa prior to fiscal year 2012; therefore costs may be understated for U.S. Africa Command's service components for fiscal years 2009 through 2011.

DOD Has Taken Steps to Manage Combatant Commands' Resources, but Its Processes to Review Size and to Oversee Commands Have Weaknesses

While DOD has taken some steps to review the combatant commands' size and structure and to identify the commands' resources, DOD's processes have four primary weaknesses that challenge its ability to make informed decisions: (1) the absence of a comprehensive, periodic review of the size and structure of the combatant commands, (2) inconsistent use of personnel management systems to identify and track assigned personnel across the combatant commands, (3) lack of visibility by the combatant commands and Joint Staff over authorized manpower and personnel at the service component commands, and (4) lack of transparent information identifying each combatant command's personnel or mission and headquarters-support funding in the military departments' budget documents for operation and maintenance. Our prior work on strategic human capital management found that high-performing organizations periodically reevaluate their human capital practices and use complete and reliable data to help achieve their missions and ensure resources are properly matched to the needs of today's environment.²⁹ Without regularly assessing the size and structure of the combatant commands and without complete information on all of the resources supporting the combatant commands, DOD cannot ensure that the combatant commands are properly sized and structured to meet their assigned missions and cannot ensure that commands are managing resources efficiently.

DOD Has Taken Some Steps to Manage Growth in Personnel and Costs at the Combatant Commands

Recognizing that there has been significant growth in the size of the combatant commands since 2001 due to increases in their assigned missions, DOD has taken some steps to slow the growth in command personnel and associated mission and headquarters-support costs. In November 2007, to improve the links between mission, manpower requirements, and resource decisions, the Joint Staff was tasked by the Deputy Secretary of Defense with reviewing the authorized positions supporting the combatant commands. The review resulted in the establishment of baselines in the number of major DOD headquarters activity positions³⁰ at each of the geographic and functional combatant

²⁹GAO, *A Model of Strategic Human Capital Management*, GAO-02-373SP (Washington, D.C.: Mar. 15, 2002).

³⁰Personnel performing major DOD headquarters activities primarily oversee, direct, and control subordinate organizations or units. Their responsibilities may include developing guidance, reviewing performance, allocating resources, conducting mid-to-long-range budgeting, and in the case of combatant command headquarters, planning for the employment of the U.S. military forces.

commands that could be adjusted based only on the approval of new missions.³¹ However, these baselines apply only to positions performing major DOD headquarters activity functions, and our prior work found that DOD's major headquarters activity data is not always complete and reliable.³² In addition, as part of the Secretary of Defense's 2010 efficiency initiative, the combatant commands, along with other organizations within the department, were asked to identify efficiencies in headquarters and administrative functions, support activities, and other overhead. Specifically, the combatant commands were directed to perform organizational assessments to identify any disconnects between the commands' priorities and their allocation of resources. Based on these assessments and the direction of the Secretary of Defense, the combatant commands reduced seven Standing Joint Force Headquarters³³ to two global Standing Joint Force Headquarters, decreased their reliance on individual augmentees³⁴ at two commands, and consolidated joint task forces at several commands.³⁵ These changes eliminated a total of about 530 authorized positions and about 470 temporary personnel in total. In addition, some commands, such as U.S. European Command and U.S. Northern Command, were directed to reduce personnel and consolidate staff functions to better align their available resources with their current missions. Other commands, however, such as U.S. Africa Command, did not make specific reductions as part of the Secretary of Defense's efficiency initiative.

In 2011, DOD announced that it was studying the regional structure of the combatant commands, estimating that it could save \$900 million from

³¹The authorized position baselines were implemented in fiscal year 2010 at U.S. Africa Command, U.S. European Command, U.S. Northern Command, U.S. Southern Command and U.S. Pacific Command. Later, in fiscal year 2011, baselines were implemented at U.S. Central Command and the functional combatant commands.

³²[GAO-12-345](#).

³³A Standing Joint Force Headquarters is an organization that provides a combatant command with a full-time, trained, joint command-and-control element focused on contingency and crisis-action planning.

³⁴An individual augmentee is an individual placed to meet the unfunded, temporary manpower requirements of a combatant command to augment permanent staff while participating in operations that are directed or approved by the President or Secretary of Defense.

³⁵The estimated savings for these reductions were to be achieved between fiscal years 2012 through 2016.

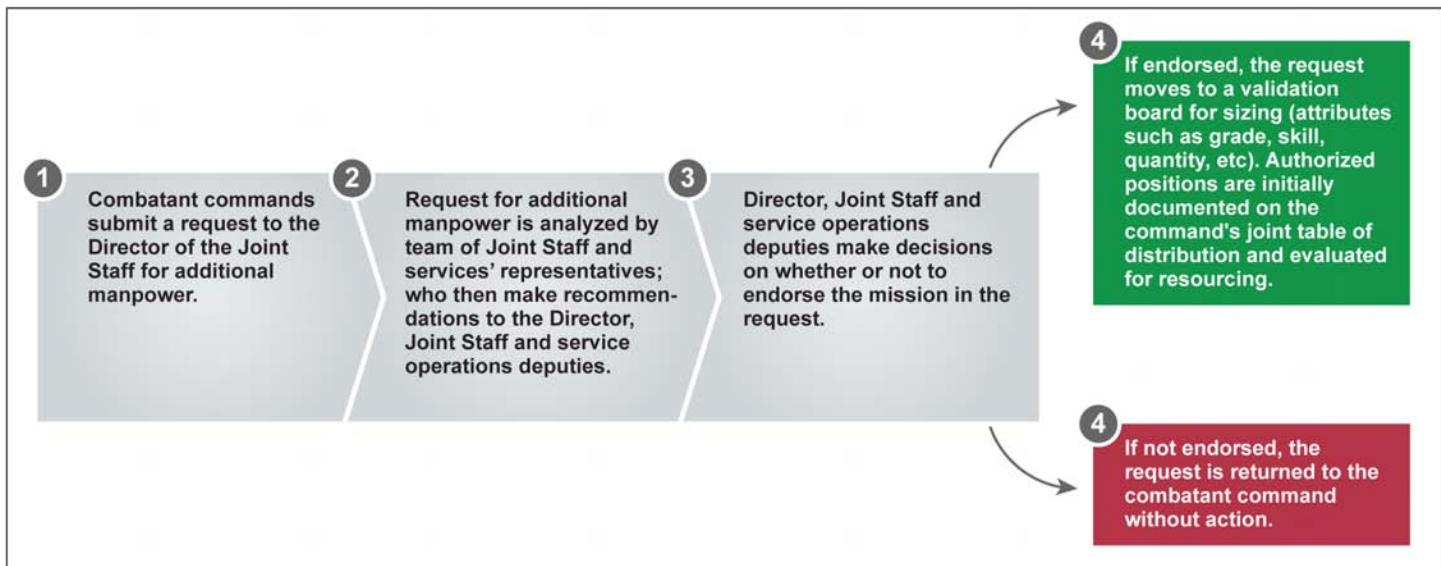
fiscal years 2014 through 2017 by considering alternatives to the current construct of regional geographic combatant commands. To achieve the estimated cost savings, the Joint Staff considered several alternatives to the current structure that involved merging geographic combatant commands. However, the Joint Staff has since reviewed and rejected the proposed options, in part because they believed that merging commands would not achieve the estimated savings. According to Joint Staff officials, DOD has reduced funding across all of the geographic and functional commands by about \$881 million during fiscal years 2014 through 2018, as part of the President's budget request for fiscal year 2014. As part of the reductions, officials stated the department plans to reduce civilian positions at the combatant commands and Joint Staff by approximately 400 positions over 5 years through fiscal year 2018. DOD officials stated that they would continue to seek additional savings at the combatant commands in any subsequent directed reviews.

DOD's Process for Managing Combatant Commands' Size and Structure Is Focused on Proposed Increases and Does Not Periodically Evaluate Requirements

DOD has an ongoing process to assess the combatant commands' requests for additional positions, but does not periodically evaluate whether authorized positions at the combatant commands' are still needed to support their assigned missions. Chairman of the Joint Chiefs of Staff Instruction 1001.01A, *Joint Manpower and Personnel Program*, outlines a process for determining and validating requirements for additional manpower at the combatant commands. According to the instruction, requests for additional positions should be mission driven, supported by the combatant commands' priorities, and based on studies of the capabilities and readiness of the commands' personnel. Furthermore, the combatant commands should consider other options prior to requesting additional positions, such as internally realigning personnel, using internal funding for contract positions, and utilizing temporary personnel. As part of their request, the combatant commands may also rely on manpower studies to support their requests for additional positions. For example, U.S. Africa Command and U.S. Pacific Command are currently undergoing manpower studies to review their size and structure as part of DOD's emphasis on the Asia-Pacific and Middle East regions of the world. According to Chairman of the Joint Chiefs of Staff Instruction 1001.01A, requests for additional positions are to be drafted by the commands and submitted to the Director of the Joint Staff. A team made up of representatives from the Joint Staff and the military services is then convened to evaluate the request, based on the

command's mission drivers, capability gaps, internal offsets, and manpower assessments.³⁶ This team makes recommendations to the Director of the Joint Staff and the operations deputies of the military services, who decide whether or not to endorse the request for additional positions to support each command's mission. If the request for additional positions is endorsed, the authorized positions are initially documented on the combatant command's joint table of distribution and the positions get evaluated, along with DOD's other resource requirements, to determine whether or not it will be funded. The combatant commands may also submit requests to the Joint Staff for minor changes in their authorized structure to meet changing missions as long as they do not affect the total number of authorized positions at the command. Figure 7 describes the process for reviewing and validating proposed increases in authorized positions at the combatant commands.

Figure 7: Process to Review and Validate Proposed Increases in Positions at Combatant Commands



Source: GAO analysis of DOD documents.

Note: The operations deputies of the military services include the Army Deputy Chief of Staff for Operations and Plans; Navy Deputy Chief of Naval Operations (Plans, Policy and Operations); Air Force Deputy Chief of Staff for Air and Space Operations; and Marine Corps Deputy Commandant for Plans, Policies and Operations.

³⁶ Representatives within the Joint Staff directorates for manpower and personnel, operations, plans, and force structure, resources and assessments are responsible for reviewing each command's request for additional positions.

While DOD and some military services have policies on manpower management, we found that the Chairman of the Joint Chiefs of Staff Instruction 1001.01A does not specify a process for reviewing the combatant commands' size and structure and focuses on requests for additional positions or nominal changes in authorized positions. Specifically, some military service regulations that guide manpower requirements at the service component commands require manpower to be periodically evaluated to ensure they still meet assigned missions.³⁷ For example, Army Regulation 570-4, *Manpower and Equipment Control, Manpower Management*, suggests that Army components' manpower requirements be reevaluated by Army commanders and agency heads every two to five years, and optimally every three years. In addition, DOD Directive 1100.4, *Guidance for Manpower Management* states that manpower policies, procedures, and structures should be periodically evaluated to ensure efficient and effective use of manpower resources.³⁸ In contrast, Chairman of the Joint Chiefs of Staff Instruction 1001.01A suggests that manpower requirements at the combatant commands be set based on the projection of workload over three years, but it has no provisions for reevaluating this determination. DOD officials confirmed that there is no periodic evaluation of the commands' authorized positions, in part because there is no process in place to review authorized positions when there is a change in roles or missions. Our prior work on strategic human capital management found that high-performing organizations stay alert to emerging mission demands and remain open to reevaluating their human capital practices in light of their demonstrated successes or failures in achieving the organization's strategic objectives.³⁹ In addition, Chairman of the Joint Chiefs of Staff Instruction 1001.01A does not address personnel associated with contracted services. As previously stated, DOD Instruction 1100.22, *Policy and Procedures for Determining Workforce Mix*, requires DOD's workforce, which includes military and civilian manpower and contractor support, to be structured to execute missions at a low-to-moderate level or risk. The purpose of DOD Instruction 1100.22, among other things, is

³⁷ Army Regulation 570-4, *Manpower and Equipment Control, Manpower Management*, (Feb. 8, 2006), and Air Force Instruction 38-201, *Manpower and Organization, Management of Manpower Requirements and Authorizations*, (Sept. 26, 2011).

³⁸ Department of Defense Directive 1100.4, *Guidance for Manpower Management*, (Feb. 12, 2005).

³⁹ GAO-02-373SP.

to establish policy, assign responsibilities, and prescribe procedures for determining the appropriate mix of manpower within the department.

While DOD is aware of the growth in missions and authorized positions at the combatant commands since 2001 and has undertaken some efforts to manage and assess the size and structure of the combatant commands, these efforts did not constitute a comprehensive and periodic bottom-up review of the combatant commands' total workforce. Without a comprehensive, periodic evaluation of the commands' authorized positions, DOD will not be able to ensure that the combatant commands are properly sized and structured to meet their assigned missions or ensure that the commands identify opportunities for managing personnel resources more efficiently.

Combatant Commands Are Inconsistent in Their Use of the Existing Personnel Management System to Identify and Track Their Total Assigned Personnel

DOD has an electronic system to document and review information about authorized positions and assigned military and civilian personnel at the combatant commands, but the commands are not consistently inputting complete information on all assigned personnel. All of the combatant commands that we reviewed use to some extent the Electronic Joint Manpower and Personnel System (e-JMAPS) to manage their commands' manpower and personnel; however, we found differences across the commands in how they use the system to manage their assigned personnel. DOD has identified e-JMAPS as the system of record to document the combatant commands' organizational structure and according to Chairman of the Joint Chiefs of Staff Instruction 1001.01A, *Joint Manpower and Personnel Program*, the system should be used to track the manpower and personnel required to meet the combatant commands' assigned missions. The instruction states e-JMAPS should provide visibility over joint personnel by allowing the Joint Staff and combatant commands to maintain, review, modify, and report all personnel actions in the system, to include changes in authorized positions or updates to personnel arriving at or departing from the command. In January 2012, the Vice Director of the Joint Staff issued a memo identifying e-JMAPS as the authoritative data source for DOD and for congressional inquiries of joint personnel, stating that e-JMAPS must accurately reflect the manpower and personnel allocated to joint organizations, such as the combatant commands, to provide senior leaders with the necessary data to support decision making in a fiscally

constrained environment.⁴⁰ According to Standards for Internal Control in the Federal Government, policies, procedures, and mechanisms to effectively manage an organization—including accurate and timely documentation of an organization’s transactions and resources and effective management of an organization’s workforce—are important factors in enabling an organization to improve accountability and achieve their missions.⁴¹

Our review found that the commands vary in the types of personnel that each enters into e-JMAPS and that some commands exclude certain personnel from the system when managing personnel who support the command. All of the combatant commands we reviewed said that they use e-JMAPS to manage and track authorized military and civilian positions within the command, and where appropriate, other temporary personnel. To fulfill temporary or short-duration mission requirements, additional personnel—such as activated reservists, civilian overhires, and interagency personnel—may be needed to support the commands’ authorized manpower.⁴² However, the commands varied in their use of e-JMAPS to track these additional personnel because Chairman of the Joint Chiefs of Staff Instruction 1001.01A does not clearly state that temporary personnel, such as civilian overhires and activated reservists, should be accounted for in e-JMAPS, resulting in the differences in what is tracked by the commands. While U.S. Northern Command and U.S. Southern Command track their civilian overhires and activated reservists in e-JMAPS, U.S. European Command does not, and U.S. Pacific Command tracks only activated reservists in e-JMAPS. In addition, officials at most of the combatant commands that we reviewed noted that they do not account for temporary personnel, such as interagency personnel, in eJMAPS, and that they primarily use the system to manage personnel filling authorized positions at the command, which may not include all command personnel. For example, during the course of our review, U.S. European Command officials identified approximately 172 civilian

⁴⁰Vice Director, Joint Staff, *Use of the Electronic Joint Manpower and Personnel System* (Jan. 31, 2012).

⁴¹GAO, *Standards for Internal Control in the Federal Government*, GAO/AMID-00-21.3.1 (Washington, D.C.: November 1999).

⁴²Overhires are civilians who are not assigned to fill an authorized, funded position at the combatant command and may be used to support command-directed new missions or to respond to critical mission requirements.

overhires and activated reservists supporting the command in fiscal year 2012 that are not accounted for in e-JMAPS. U.S. Africa Command is the only command that inputs all assigned personnel, to include civilian overhires, activated reservists, and interagency personnel, into e-JMAPS regardless of whether they are filling an authorized position, reflecting about 250 additional personnel at the command in fiscal year 2012. Our review also found that 4 out of the 5 geographic combatant commands do not account for personnel performing contract services in e-JMAPS. According to DOD officials, personnel performing contract services are not required to be accounted for in e-JMAPS and those personnel would be included in the costs reported for contract services. As part of a department-wide plan to account for contractor services, DOD has begun efforts to collect contractor-manpower data directly from contractors, but DOD does not expect to fully collect data on personnel performing contract services until fiscal year 2016.

Furthermore, according to Joint Staff officials, the combatant commands do not always input personnel information in a timely manner and civilian personnel may not be tracked as diligently in e-JMAPS as military personnel. While Joint Staff officials stated that the accuracy of personnel data in e-JMAPS has improved, there is no specific guidance requiring the combatant commands to periodically review and update data on personnel assigned to the command to ensure that data in e-JMAPS is accurate and up-to-date. According to some combatant command officials, command staffs input personnel information in e-JMAPS when personnel arrive at the command. However, our review confirmed that there are differences across the combatant commands in how often they update and review personnel information to ensure its accuracy, and officials at one command confirmed that while e-JMAPS is their primary personnel management system, they also rely on military service personnel systems to track personnel because the service systems are more accurate and capture more personnel information than e-JMAPS.

While the combatant commands use e-JMAPS to manage some of their assigned personnel and review personnel data periodically, there is no DOD guidance requiring that all personnel supporting the commands be tracked in e-JMAPS or that reviews of personnel occur within specific timeframes to ensure assigned personnel data is accurate. Without guidance to require complete and accurate information on all personnel supporting the combatant commands, and the consistent and timely review of assigned personnel data in e-JMAPS, DOD and the combatant commands cannot be assured that e-JMAPS will provide comprehensive data to inform their personnel decisions.

DOD Does Not Have a System or Formal Process to Gather Information on Authorized Manpower and Assigned Personnel at the Service Component Commands

In addition to not having complete information on the personnel assigned to the combatant commands, DOD and the combatant commands do not have oversight or visibility over authorized manpower or the number of assigned personnel at the service component commands. As stated previously, the service component commands often fulfill dual-roles: organizing, training, and equipping assigned service-specific forces while also assisting the combatant commands in their employment during military operations. Some service component commands, such as U.S. Air Forces in Europe-Air Forces Africa manage large numbers of assigned forces and operational units, while others, such as Marine Forces South, manage few, if any, assigned forces. While these service component commands provide support to the combatant commands, the service component commands use service-specific personnel management systems to account for their authorized manpower and personnel, and DOD does not have a formal process to gather this information. A Chairman of the Joint Chiefs of Staff publication identifies the importance of having reliable data on all personnel within a geographic combatant command's area of responsibility for visibility of personnel and for effective planning.⁴³ Further, our previous work has highlighted the need for agencies to have valid, reliable data and be aware of the size of their workforce, its deployment across the organization and the knowledge, skills and abilities needed for the agency to pursue its mission.⁴⁴

Even though the combatant commands rely on the service component commands' personnel to support their missions and operational requirements, they do not have oversight or visibility into the service component commands' authorized manpower or how the components determine the size and structure of their staff to support the combatant commands' missions. Based on our analysis of data that we gathered, in fiscal year 2012 there were 7,795 authorized positions at the headquarters of the service component commands, which was more than double the 3,817 authorized positions at the headquarters of the combatant commands. Moreover, the service component commands are generally structured to perform staff functions that are similar to those of the combatant commands, such as collecting intelligence, coordinating operations, performing strategic planning and policy, and supporting

⁴³ Joint Publication 1-0, *Joint Personnel Support* (Oct. 24, 2011).

⁴⁴ GAO-02-373SP.

communications. For example, at U.S. Pacific Command, there are about 650 authorized positions dedicated to gathering, analyzing, and performing intelligence support, while there are about 175 additional authorized positions within U.S. Pacific Command's service component commands dedicated to the same staff function. According to DOD officials, since headquarters personnel at service component commands with large numbers of assigned forces are more likely to be focused on the components' organize, train, and equip function rather than on solely supporting the combatant commands missions, these positions may not necessarily be redundant. However, given the similarities in mission requirements and staff functions at the combatant and service component commands, it is important for the combatant commands to have visibility over the service component command's authorized manpower to be able to determine whether these similarities at the combatant and service component commands are necessary or duplicative.

Moreover, the combatant commands do not have complete information on personnel assigned to their service component commands. Officials at the combatant commands and Joint Staff stated that they do not have visibility over personnel at the service component commands or access to the service-specific personnel management systems that the service component commands use, and if they need information to determine whether personnel at the service component commands can support the combatant commands' mission requirements they have to request it from the service component commands. For example, several combatant commands we spoke with did not identify any specific processes that they use to regularly gather information on personnel at their service components, while officials at U.S. Africa Command stated that they had only recently begun requesting this information on a monthly basis. However, as part of the process for validating new manpower requirements, the combatant commands are required to identify whether the functions and tasks that they are requesting additional positions for can be fulfilled by personnel at the service component commands. Without access to the service-specific personnel data or a process to regularly gather personnel information, it is unclear how this validation process can occur expeditiously. According to a Joint Staff official, officials in that office discuss the personnel and capabilities available within the service component commands when reviewing the combatant commands' requests for additional positions, but they also do not have direct access to the service component commands' personnel data systems to review the personnel assigned to the service component commands' headquarters staff. Without a formal process to gather information on the authorized manpower and assigned personnel at the

service component commands, the combatant commands may not have the visibility that is necessary to appropriately size themselves to meet their assigned missions, and are at risk for unnecessarily duplicating functions between the combatant commands and their service component commands.

Budget Documents Do Not Provide Details on Authorized Manpower and Funding For Each Combatant Command

While each military department annually submits budget documents for operation and maintenance to Congress—including the total authorized military positions, civilian and contractor full-time equivalents, and the funding required to support the missions of the combatant commands that they are the combatant command support agent for—these documents do not provide transparency into the authorized positions, the full-time equivalents, or the funding directed to each combatant command. According to DOD Directive 5100.03, *Support of the Headquarters of the Combatant and Subordinate Unified Commands*, the military departments are responsible for funding the mission and headquarters-support costs of the combatant commands and their subordinate unified commands.⁴⁵ Also, volume 2A, chapter 1 of DOD's *Financial Management Regulation*, 7000.14.R states that the military departments must ensure adequate visibility over the resources of combatant command-directed missions and other costs for each command.⁴⁶ DOD guidance for the submission of the President's budget justification materials for Fiscal Year 2013, which include the military departments' budget documents for operation and maintenance, also states that components should report details on contractor manpower/full-time equivalents in addition to military, civilian, and reserve manpower data.⁴⁷ According to Standards for Internal Control in the Federal Government, reliable financial reporting, including reports

⁴⁵According to Department of Defense Directive 5100.03, *Support of the Headquarters of the Combatant and Subordinate Unified Commands*, the military departments are responsible for programming, budgeting, and funding the administrative and logistical support of the headquarters of the combatant commands and subordinate unified commands. The directive assigns each military department responsibility for specific combatant commands and subordinate unified commands. See Table 1 for the combatant commands and subordinate unified commands that each military department supports.

⁴⁶Department of Defense *Financial Management Regulation* Volume 2A (Budget Formulation and Presentation) Chapter 1 (General Information) (October 2008), (hereafter referred to as DOD's Financial Management Regulation).

⁴⁷Under Secretary of Defense (Comptroller) *Fiscal Year 2013 President's Budget Submission* (Dec. 16, 2011).

on budget execution, financial statements, and other reports for internal and external use, is important for determining whether agencies' objectives are achieved.⁴⁸

The military departments' budget documents for operation and maintenance identify the overall authorized military positions, civilian and contractor full-time equivalents, and mission and headquarters support funding to support the combatant commands, but do not provide details on authorized positions, full-time equivalents, or mission and headquarters-support costs by command. For example, the Air Force's fiscal year 2013 budget document shows that the combatant commands it supports have about 6,550 authorized military positions and civilian and contractor full-time equivalents, but it does not separate the data to indicate the number of authorized positions or full-time equivalents at each of the five combatant commands that it supports.⁴⁹ Similarly, the Army's comparable budget document shows about 3,200 total authorized military positions and civilian and contractor full-time equivalents at all the commands that it supports, but does not separate the data to display authorized positions and full-time equivalents at each of the three commands that it is responsible for.⁵⁰ In addition, while the military departments' budget documents provide information on the total funding that all the combatant commands receive for expenses such as civilian pay, contract services, travel, transportation and other supply costs, they do not separate these expenses and display them for each command. For example, the Air Force's fiscal year 2013 budget document noted a lump sum of about \$285 million for civilian pay for all five combatant commands that the Air Force supports, and the Army's comparable budget document showed a total of about \$38 million for travel costs for all of the commands that it supports. Neither of the military departments' budget

⁴⁸ GAO/AMID-00-21.3.1.

⁴⁹ The military department's budget documents express authorized positions for military personnel in terms of end-strength and civilian and contractor manpower in terms of numbers of full-time equivalents.

⁵⁰ The Navy supports only one combatant command, U.S. Pacific Command; therefore the totals it presents in its budget document would reflect those of the command. However, the budget document excludes data on the number of military personnel because Navy officials stated that the military personnel data in its systems is not maintained in the format required for the annual budget submission and would require a lengthy verification process to ensure accurate reporting.

documents displayed this cost data for each individual combatant command.

In reviewing DOD budget and policy documents, we found that the military departments, as the combatant commands support agents, do not provide detailed information for each combatant command in their budget documents for operation and maintenance because DOD's *Financial Management Regulation* does not require the military departments to identify individual combatant commands' authorized military positions and civilian and contractor full-time equivalents or the mission and headquarters-support funding required for civilian pay, contract services, travel, and other transportation and supply costs. Without detailed information identifying each combatant commands' authorized positions, full-time equivalents, and mission and headquarters-support funding, decision makers within DOD and Congress may not have complete and accurate data to conduct oversight of the combatant commands' resources.

Conclusions

Given the substantial increase in authorized positions and mission and headquarters-support costs at the combatant commands and evolving security challenges facing DOD, effective management and oversight over the combatant commands' resources is essential as the department balances limited resources with future defense priorities. If DOD performed a comprehensive, periodic evaluation of the combatant commands' authorized positions, that review would help the department to efficiently manage the combatant commands in its efforts to meet the goals and priorities of the 2012 strategic guidance. Moreover, if DOD had complete information on all the authorized manpower and personnel assigned to support the combatant commands and service component commands, the department would have additional visibility into the universe of manpower and personnel dedicated to supporting the combatant command's assigned missions. This information would aid DOD officials in decisions on requests for additional manpower, reducing the potential for overlap and duplication of functions. Further, detailed information to identify the authorized military positions, civilian and contractor full-time equivalents, and mission and headquarters-support funding that each combatant command receives would help decision makers in DOD and Congress to balance resource priorities in a fiscally challenging environment. As the department realigns itself to address new challenges, full awareness of the combatant commands' authorized manpower, assigned personnel, and mission and headquarters-support costs would help the department to provide congressional decision

makers with the information needed for effective oversight and help ensure the efficient use of resources.

Recommendations for Executive Action

We recommend that the Secretary of Defense take the following four actions.

To ensure that the geographic combatant commands are properly sized to meet their assigned missions and to improve the transparency of the commands' authorized manpower, assigned personnel, and mission and headquarters-support costs, we recommend that the Secretary of Defense direct:

- The Chairman of the Joint Chiefs of Staff to revise Chairman of the Joint Chiefs of Staff Instruction 1001.01A to require a comprehensive, periodic evaluation of whether the size and structure of the combatant commands meet assigned missions.
- The Chairman of the Joint Chiefs of Staff to revise Chairman of the Joint Chiefs of Staff Instruction 1001.01A to require the combatant commands to identify, manage, and track all personnel, including temporary personnel such as civilian overhires and activated reservists, in e-JMAPS and identify specific guidelines and timeframes for the combatant commands to consistently input and review assigned personnel in e-JMAPS.
- The Chairman of the Joint Chiefs of Staff, in coordination with the combatant commanders and the secretaries of the military departments, to develop and implement a formal process to gather information on authorized manpower and assigned personnel at the service component commands.
- The Under Secretary of Defense (Comptroller) to revise volume 2A, chapter 1 of DOD's *Financial Management Regulation* 7000.14R to require the military departments, in their annual budget documents for operation and maintenance, to identify the authorized military positions and civilian and contractor full-time equivalents at each combatant command and provide detailed information on funding required by each command for mission and headquarters support, such as civilian pay, contract services, travel, and supplies.

Agency Comments and our Evaluation

In written comments on a draft of this report, DOD concurred with three of our four recommendations and non-concurred with one recommendation. DOD's comments are reprinted in their entirety in appendix IX. DOD also provided technical comments, which we incorporated into the report as appropriate.

DOD did not concur with our first recommendation that the Secretary of Defense require the Chairman of the Joint Chiefs of Staff to revise Chairman of the Joint Chiefs of Staff Instruction 1001.01A, *Joint Manpower and Personnel Program*, to require a comprehensive, periodic evaluation of whether the size and structure of the combatant commands meet assigned missions. DOD stated that the combatant commands have been baselined twice since 2008, and that the commands have already been reduced during previous budget reviews. We describe in our report several actions taken by DOD to manage the growth in personnel and costs at the combatant commands, including establishing manpower baselines and identifying manpower and personnel reductions. However, as stated in our report, these actions do not constitute a comprehensive, periodic, bottom-up review of the combatant commands' total workforce in part because DOD's actions have not included all authorized positions at the combatant commands. For example, as noted in our report, the baseline levels established for the combatant commands apply only to positions in major DOD headquarters activities, and our prior work has found that the data on such headquarters positions is incomplete and not always reliable. Furthermore, not all commands have been included in previous efficiency initiatives. The department also noted that any periodic review of the combatant commands' size and structure could only be triggered by review of the mission of the command, and stated that requiring a periodic review was not appropriate for inclusion in Chairman of the Joint Chiefs of Staff Instruction 1001.01A. However, the department's response does not fully explain why the Instruction should not require periodic reviews to ensure that the resources meet constantly-evolving missions, and we continue to believe that institutionalizing a periodic evaluation of all authorized positions would help to systematically align manpower with those missions and add rigor to the requirements process.

The department concurred with three of our recommendations that the Secretary of Defense: (1) direct the Chairman of the Joint Chiefs of Staff to revise Chairman of the Joint Chiefs of Staff Instruction 1001.01A to require the combatant commands to identify, manage, and track all personnel, including temporary personnel such as civilian overhires and activated reservists, in e-JMAPS and identify specific guidelines and

timeframes for the combatant commands to consistently input and review personnel data in the system; (2) direct the Chairman of the Joint Chiefs of Staff, in coordination with the combatant commanders and secretaries of the military departments, to develop and implement a formal process to gather information on authorized manpower and assigned personnel at the service component commands; and (3) direct the Under Secretary of Defense (Comptroller) to revise volume 2, chapter 1 of DOD's *Financial Management Regulation* 7000.14R to require the military departments, in their annual budget documents for operation and maintenance, to identify the authorized military positions and civilian and contractor full-time equivalents at each combatant command and provide detailed information on funding required by each command for mission and headquarters-support, such as civilian pay, contract services, travel, and supplies. In its response to our recommendations, DOD noted that it plans to issue guidance to require all DOD components to identify, manage, and track all personnel data, including temporary personnel like civilian overhires and activated reservists, in e-JMAPS. The planned guidance will also identify specific guidelines and timeframes for DOD organizations to consistently input and review personnel data in e-JMAPs.

DOD agreed with our last recommendation regarding DOD's *Financial Management Regulation*, but requested that we revise the language to require the military departments to capture or delineate the type of civilians, such as general schedule, foreign service nationals/locally employed staff, or principal staff assistants, provided by the military services within each combatant command. DOD's response also indicated that the military services suggested the creation of another budget exhibit to capture contract and full-time equivalent data in lieu of the current depiction in their annual budget documents for operation and maintenance. We did not modify our recommendation because, in our view, our recommended revision to DOD's *Financial Management Regulation* reflects our findings and captures the information needed to improve visibility over resources devoted to each combatant command, which is now unavailable. Taking additional steps to require more detailed reporting, such as delineating the type of civilians authorized, would be at the department's discretion but could help to further transparency and improve oversight.

We are sending a copy of this report to the Secretary of Defense, the Chairman of the Joint Chiefs of Staff, and the secretaries of the military departments. In addition, this report is available at no charge on the GAO website at <http://www.gao.gov>.

If you or your staff have any questions about this report, please contact me at (202) 512-3489 or pendletonj@gao.gov. Contact points for our Offices of Congressional Relations and Public Affairs may be found on the last page of this report. GAO staff who made key contributions to this report are listed in appendix X.

A handwritten signature in black ink, appearing to read "John H. Pendleton".

John Pendleton, Director
Defense Capabilities and Management

Appendix I: Scope and Methodology

We conducted this work in response to direction from the congressional committees to review the resources of the combatant commands.¹ This report (1) identifies the trends in the resources devoted to the Department of Defense's (DOD) geographic combatant commands and their service component commands, and (2) assesses the extent to which DOD has processes in place to manage and oversee the resources of the combatant commands.

To conduct this work and address our objectives, we identified sources of information within DOD that would provide data on the resources at the geographic combatant commands, to include their subordinate unified commands and other activities, and corresponding service components commands. We focused our review on five of the geographic combatant commands within the department: U.S. Africa Command; U.S. European Command; U.S. Northern Command; U.S. Pacific Command; and U.S. Southern Command. Our review excluded U.S. Central Command and its corresponding service component commands due to their responsibilities to support ongoing military operations in Afghanistan during the past several years, which would have inhibited uniform comparisons across the commands.

To identify trends in the resources devoted to DOD's geographic combatant commands, to include their subordinate unified commands and other activities, and their service component commands we obtained and analyzed available authorized positions and actual assigned personnel (military, civilian, and contractors) data and operation and maintenance obligations data from each of the five geographic combatant commands and their corresponding service component commands from fiscal years 2001 through 2012. We focused our review on operation and maintenance obligations—as these obligations reflect the primary mission and headquarters-support costs of the combatant commands, their subordinate unified commands and other activities, and corresponding service component commands—to include the costs for civilian personnel, contract services, travel, and equipment, among others. Our review excluded obligations of operation and maintenance funding for DOD's overseas contingency operations not part of DOD's base budget. Since historical data was unavailable in some cases, we limited our

¹See H. Rep. No. 112-479 (May, 11, 2012) and Conf. Rep. No. 112-705 (Dec. 8, 2012) accompanying H.R. 4310 National Defense Authorization Act for Fiscal Year 2013.

analysis of trends to authorized military and civilian positions at the combatant commands from fiscal years 2001 through 2012 and authorized military and civilian positions at the service component commands from fiscal years 2008 through 2012. Due to the availability of data, we similarly limited our analysis of trends in operation and maintenance obligations at the combatant commands and service component commands to fiscal years 2007 through 2012. To assess the reliability of the data, we interviewed DOD officials and analyzed relevant manpower and financial management documentation to ensure that the authorized positions and data on operation and maintenance obligations that the commands provided were tied to mission and headquarters-support. We also incorporated data reliability questions into our data collection instruments and compared the multiple data sets received from DOD components against each other to ensure that there was consistency in the data that the commands provided. We determined the data was sufficiently reliable for our purposes.

To determine the extent to which DOD has processes in place to manage and oversee the resources of the combatant commands, we obtained and analyzed documentary and testimonial evidence from DOD, the military departments, the Joint Staff, the combatant commands and their subordinate unified commands on the policies, procedures and systems used to manage command resources. We interviewed officials and obtained documentation on the policies, procedures, and systems used for determining and validating the commands' manpower requirements. We also interviewed officials and obtained documentation on any steps DOD had taken or planned to take to reexamine the size and structure of the combatant commands. We obtained documentation on the systems used to track their authorized manpower and assigned military and civilian personnel, and contractor full-time equivalents, and also interviewed officials on how often assigned personnel within the combatant commands, subordinate unified commands, and other activities are reviewed to ensure that the data are accurate and up to date. In addition, we reviewed relevant documentation and interviewed officials from the Joint Staff, geographic combatant commands, and service component commands on their processes for sharing information on command authorized manpower and assigned personnel. We also obtained and analyzed data included in the military departments' budget exhibits for operation and maintenance detailing combatant commands' authorized positions and mission and headquarters-support funding.

We interviewed officials, or where appropriate, obtained documentation at the organizations listed below:

Office of the Secretary of Defense

- Office of the Under Secretary of Defense (Comptroller)

Joint Staff

- Manpower and Personnel Directorate
- Force Structure, Resources, and Assessment Directorate
- Strategic Plans and Policy Directorate

Department of the Air Force

- Office of the Secretary of the Air Force, Manpower and Personnel
- Office of the Secretary of the Air Force, Financial Management
- Pacific Air Forces

Department of the Army

- Office of the Assistant Secretary of the Army for Financial Management and Comptroller, Army Budget Office
- Office of the Assistant Secretary of the Army Manpower and Reserve Affairs, Force Management
- Office of the Assistant Secretary of the Army Manpower and Reserve Affairs, Military Personnel
- Office of the Assistant Secretary of the Army Manpower and Reserve Affairs, Training Readiness and Mobilization
- Office of the Deputy Chief of Staff for Personnel G-1, Plans and Resources Directorate
- Office of the Deputy Chief of Staff for Operations and Plans G-3/5/7; Operations and Plans, Force Management Directorate
- Office of the Deputy Chief of Staff for Operations and Plans G-3/5/7; Strategy, Plans, and Policy Directorate
- Office of the Deputy Chief of Staff for Programs G-8, Program Analysis and Evaluation Directorate
- U.S. Army Force Management Support Agency
- Army Pacific

Department of the Navy

- Office of the Assistant Secretary of the Navy, (Manpower and Reserve Affairs)
- Office of the Assistant Secretary of the Navy, (Financial Management and Comptroller), Office of Budget

- Office of the Deputy Chief of Naval Operations (Manpower, Personnel, Education, and Training)
- Office of the Deputy Chief of Naval Operations, (Integration of Capabilities and Resources)
- Fleet Forces Command
- Headquarters, U.S. Marine Corps
- Navy Pacific Fleet
- Marine Forces, Pacific
- Marine Forces, South

Unified Combatant Commands and Subordinate Unified Commands

- U.S. Africa Command
- U.S. European Command
- U.S. Northern Command
- U.S. Pacific Command
- U.S. Special Operations Command
- Special Operations Command, Pacific
- Special Operations Command, South
- U.S. Southern Command

We conducted this performance audit from May 2012 to May 2013 in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

Appendix II: Mission and Headquarters-Support Costs in Nominal Terms

Table 2: Mission and Headquarters-Support Costs at Five Geographic Combatant Commands in Fiscal Years 2007 through 2012

Combatant Command	Fiscal Year 2007	Fiscal Year 2008	Fiscal Year 2009	Fiscal Year 2010	Fiscal Year 2011	Fiscal Year 2012
U.S. Pacific Command	\$161,199,136	\$172,283,486	\$194,926,050	\$216,203,751	\$245,868,077	\$245,553,015
U.S. European Command	\$45,743,261	\$53,546,523	\$91,894,510	\$139,808,677	\$132,309,784	\$130,464,302
U.S. Africa Command	\$51,100,000	\$99,015,000	\$201,459,000	\$273,844,000	\$285,504,000	\$276,224,000
U.S. Northern Command	\$158,959,067	\$208,481,220	\$193,205,905	\$210,927,639	\$223,140,234	\$205,563,963
U.S. Southern Command	\$41,582,889	\$54,866,628	\$163,271,228	\$191,385,016	\$209,846,493	\$202,316,487
Total	\$458,584,353	\$588,192,858	\$844,756,692	\$1,032,169,083	\$1,096,668,588	\$1,060,121,767

Source: GAO analysis of DOD data.

Note: Mission and headquarters-support costs reflect obligations for operation and maintenance reported by DOD components in nominal terms.

Table 3: Mission and Headquarters-Support Costs in Fiscal Years 2007 through 2012 for the Service Component Commands That Support Five Geographic Combatant Commands

Command's Service Components	Fiscal Year 2007	Fiscal Year 2008	Fiscal Year 2009	Fiscal Year 2010	Fiscal Year 2011	Fiscal Year 2012
U.S. Pacific Command's service components	\$119,293,017	\$125,888,633	\$129,535,683	\$152,704,950	\$154,940,531	\$182,945,409
U.S. European Command's service components	\$135,625,430	\$136,149,573	\$134,535,914	\$167,682,416	\$200,445,434	\$199,639,995
U.S. Africa Command's service components	\$0	\$0	\$32,999,750	\$66,308,162	\$54,242,173	\$70,503,401
U.S. Northern Command's service components	\$59,529,925	\$57,599,160	\$45,403,622	\$52,856,846	\$56,774,955	\$57,744,159
U.S. Southern Command's service components	\$80,533,630	\$86,947,877	\$98,838,857	\$87,895,163	\$99,432,228	\$92,941,127
Total	\$394,982,003	\$406,585,243	\$441,313,827	\$527,447,537	\$565,835,320	\$603,774,092

Source: GAO analysis of DOD data.

Note: Mission and headquarters-support costs reflect obligations for operation and maintenance reported by DOD components in nominal terms.

Appendix III: Resources at U.S. Africa Command and its Service Component Commands



U.S. AFRICA COMMAND (AFRICOM)

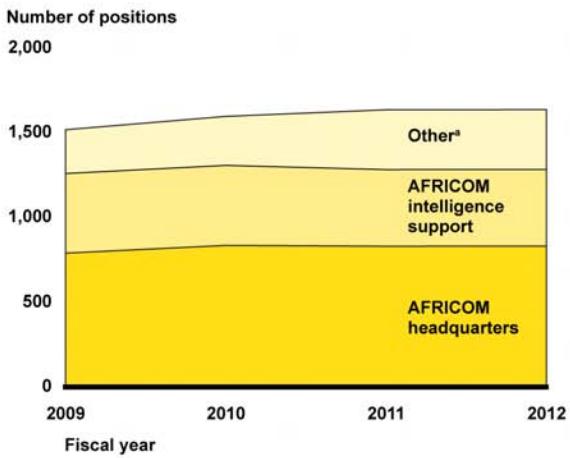
Mission: Protect and defend the national security interests of the United States by strengthening the defense capabilities of African states and regional organizations, deter and defeat transnational threats, and provide a security environment conducive to good governance and development.

Headquarters: Kelley Barracks, Stuttgart, Germany

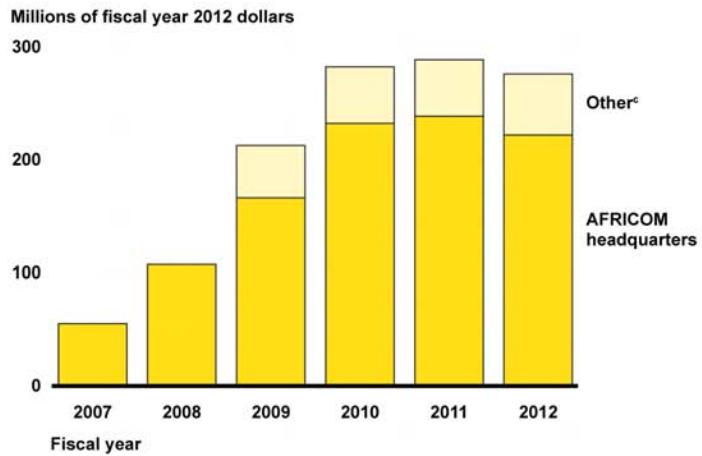
Responsibility: Area of responsibility encompasses 54 nations



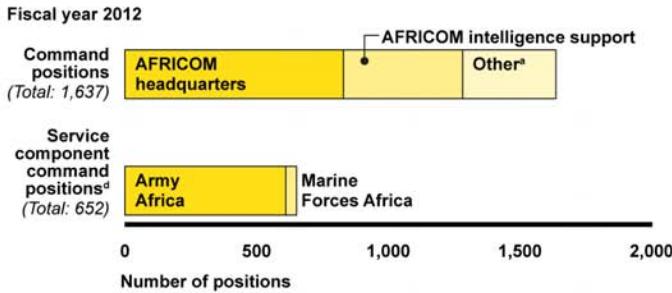
Combatant Command Authorized Military and Civilian Positions



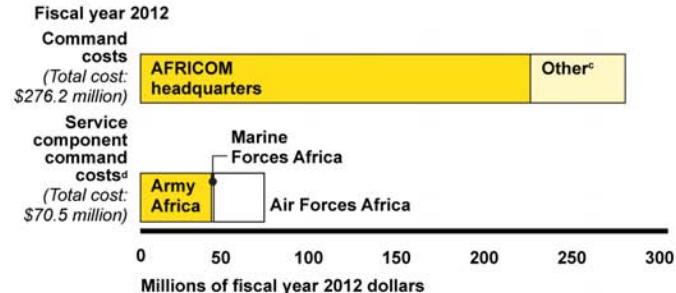
Combatant Command Mission and Headquarters-Support Costs^b



Combatant Command and Service Component Commands' Authorized Military and Civilian Positions



Combatant Command and Service Component Commands' Mission and Headquarters-Support Costs^b



Source: GAO analysis of DOD data.

Note: AFRICOM was established in fiscal year 2008, although it did not become fully operational as an independent command till fiscal year 2009. AFRICOM reported some start-up mission and headquarters-support costs in fiscal year 2007 and 2008, but could not distinguish which costs were specific to headquarters or to other organizations such as Special Operations Command Africa.

**Appendix III: Resources at U.S. Africa
Command and its Service Component
Commands**

^aOther includes authorized military and civilian positions in Special Operations Command Africa and security cooperation organizations.

^bMission and headquarters-support costs reflect obligations for operation and maintenance and are represented in constant fiscal year 2012 dollars. These costs include civilian pay, contract services, and travel, among other costs. The mission and headquarters-support costs for AFRICOM intelligence support, security cooperation organizations, and some costs for Special Operations Command Africa are programmed and budgeted for by other organizations and those costs are not reflected in this appendix.

^cOther includes mission and headquarters-support costs for Special Operations Command Africa, Operation Enduring Freedom Trans Sahara, and Special Operation Command and Control Element Horn of Africa. While Operation Enduring Freedom Trans Sahara is a contingency operation, its costs are funded out of DOD's base budget.

^dAir Forces Africa was disestablished in April 2012, but reported some mission and headquarters-support costs prior to its disestablishment. The Navy and Air Force each have one service component command that supports both AFRICOM and U.S. European Command. Authorized military and civilian positions and mission and headquarters-support costs for these two service component commands are represented in Appendix IV.



U.S. AFRICA COMMAND (AFRICOM)



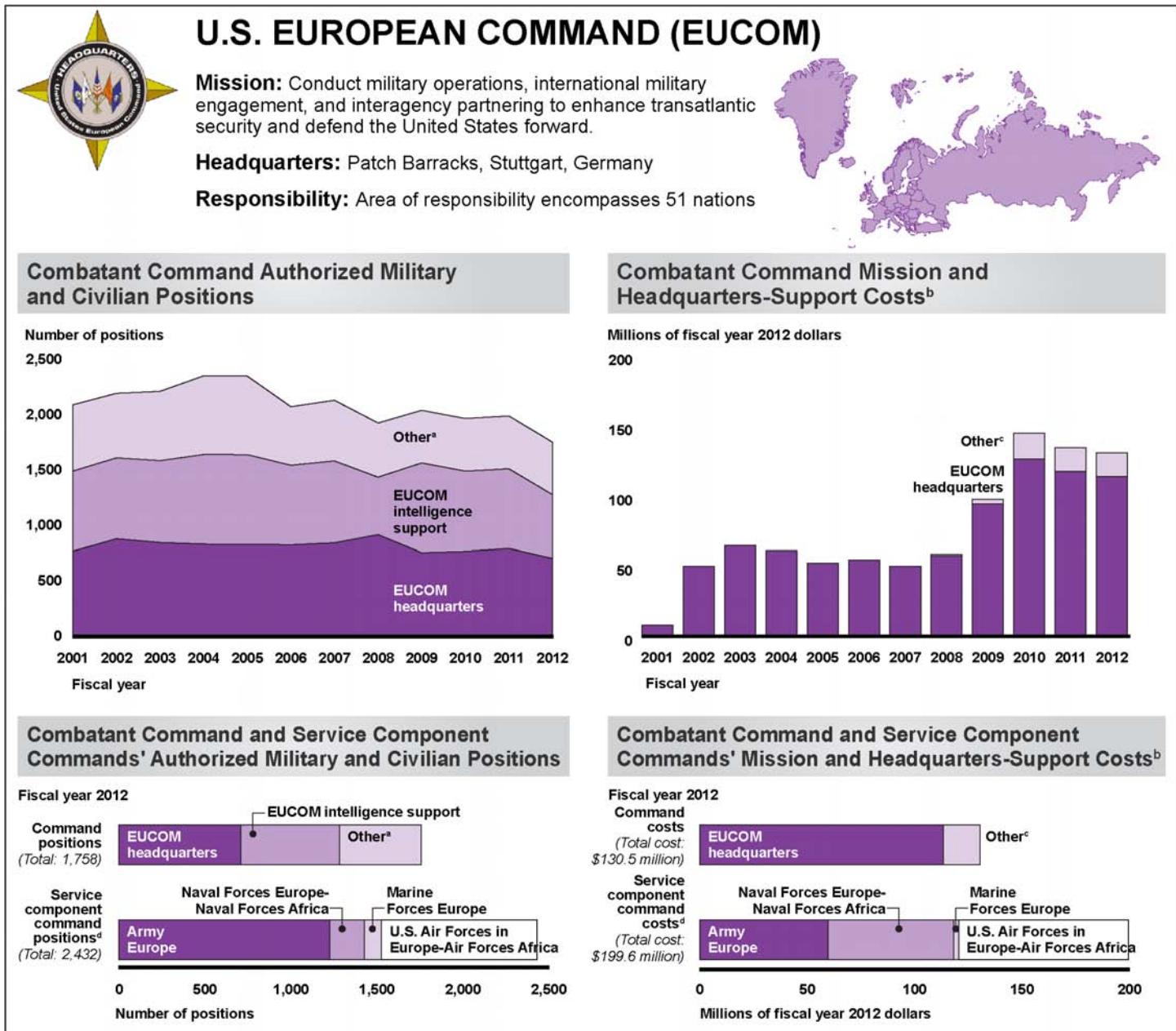
Fiscal Year 2012 Authorized Military and Civilian Positions by Directorate, Subordinate Unified Command, and Other Activities

U.S. Africa Command Headquarters Directorates	Military	Civilian	Total
J00 Command Staff	65	74	139
J1/J8 Resources	36	82	118
J3 Operations	105	94	199
J4 Logistics	43	37	80
J5 Strategy, Plans, and Programs	83	85	168
J6 Command, Control, Communications, and Computer Systems	22	52	74
J7 Joint Training and Exercises	12	9	21
J9 Outreach	12	19	31
Headquarters Directorates Total	378	452	830
Subordinate Unified Commands and Other Activities			
Special Operations Command Africa	133	47	180
J2 Intelligence and Knowledge Development - Stuttgart	81	119	200
J2 Intelligence and Knowledge Development - Molesworth	120	133	253
Security Cooperation Organizations	93	81	174
Subordinate Unified Command and Other Activities Total	427	380	807
U.S. Africa Command Grand Total	805	832	1,637

Source: GAO analysis of DOD data.

Note: The combatant commanders have broad authority to organize and structure their commands as they deem necessary to achieve their assigned missions. The commands' structure may include a principal staff officer, personal staff to the commander, a special staff group for technical or tactical advice and others groups of staff who are responsible for managing personnel, ensuring the availability of intelligence, directing operations, coordinating logistics, preparing long-range or future plans, and integrating communications systems. The commands may also have subordinate unified commands, joint task forces, and other activities, each with their own staff, which support the combatant commands in conducting their operational missions.

Appendix IV: Resources at U.S. European Command and its Service Component Commands



Source: GAO analysis of DOD data.

^aOther includes authorized military and civilian positions in Special Operations Command Europe, security cooperation organizations, the Commander's Communications Activities, and other organizations that have since been disestablished.

^bMission and headquarters-support costs reflect obligations for operation and maintenance and are represented in constant fiscal year 2012 dollars. These costs include civilian pay, contract services,

**Appendix IV: Resources at U.S. European
Command and its Service Component
Commands**

travel, and equipment, among other costs. EUCOM could not distinguish which mission and headquarters-support costs were specific to headquarters or other organizations from fiscal years 2001 through 2007, so these costs are not broken out across these fiscal years. The mission and headquarters-support costs for EUCOM intelligence support, security cooperation organizations, and some costs for Special Operations Command Europe are programmed and budgeted for by other organizations and those costs are not reflected in this appendix.

^aOther includes mission and headquarters-support costs for Special Operations Command Europe and security cooperation organizations.

^dThe Navy and Air Force each have one service component command that supports both AFRICOM and EUCOM. Authorized military and civilian positions and mission and headquarters-support costs for these two service component commands are represented in this appendix.



U.S. EUROPEAN COMMAND (EUCOM)

Fiscal Year 2012 Authorized Military and Civilian Positions by Directorate, Subordinate Unified Command, and Other Activities

U.S. European Command Headquarters Directorates	Military	Civilian	Total
J0 Command Staff	75	52	127
J1 Manpower, Personnel, and Administration	37	18	55
J3 Plans and Operations	107	38	145
J4 Logistics	57	27	84
J5/J8 Policy, Strategy, Partnering, and Capabilities	92	48	140
J6 Command, Control, Communications, and Computer Systems	48	48	96
J7 Assessments	6	5	11
J9 Interagency Partnering	9	14	23
Joint Interagency Counter Trafficking Center	4	7	11
Support to NATO	8	8	16
Headquarters Directorates Total	443	265	708
Subordinate Unified Commands and Other Activities			
Security Cooperation Organizations	138	109	247
Commander's Communication Team Activities	11	1	12
J2 Intelligence - Stuttgart	88	94	182
J2 Intelligence - Molesworth	229	135	364
J2 Intelligence - Shape	27	2	29
Special Operations Command Europe	182	34	216
Subordinate Unified Command and Other Activities Total	675	375	1,050
U.S. European Command Grand Total	1,118	640	1,758

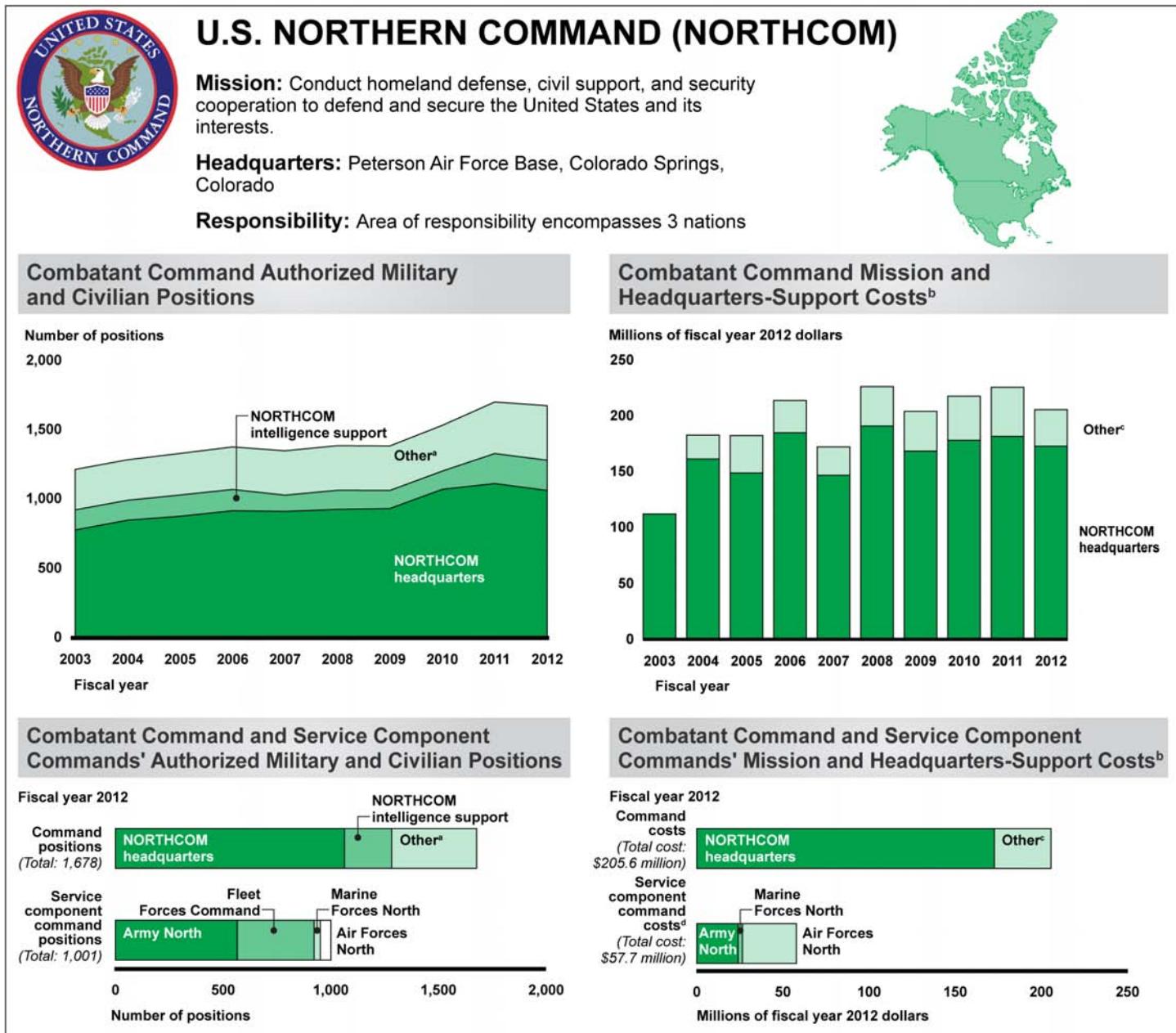
Source: GAO analysis of DOD data.

Note: The combatant commanders have broad authority to organize and structure their commands as they deem necessary to achieve their assigned missions. The commands' structure may include a principal staff officer, personal staff to the commander, a special staff group for technical or tactical advice and others groups of staff who are responsible for managing personnel, ensuring the availability of intelligence, directing operations, coordinating logistics, preparing long-range or future plans, and integrating communications systems. The commands may also have subordinate unified

**Appendix IV: Resources at U.S. European
Command and its Service Component
Commands**

commands, joint task forces, and other activities, each with their own staff, which support the combatant commands in conducting their operational missions.

Appendix V: Resources at U.S. Northern Command and its Service Component Commands



Source: GAO analysis of DOD data.

Note: NORTHCOM was established in fiscal year 2003.

^aOther includes authorized military and civilian positions in Joint Task Force North, Joint Task Force Civil Support, Joint Task Force Headquarters National Capital Region, and security cooperation organizations.

Appendix V: Resources at U.S. Northern Command and its Service Component Commands

^bMission and headquarters-support costs reflect obligations for operation and maintenance and are represented in constant fiscal year 2012 dollars. These costs include civilian pay, contract services, and travel, among other costs. The mission and headquarters-support costs for NORTHCOM intelligence support and security cooperation organizations are programmed and budgeted for by other organizations and those costs are not reflected in this appendix.

^cOther includes mission and headquarters-support costs for Joint Task Force Alaska, Joint Task Force North, Joint Task Force Civil Support, and Joint Task Force Headquarters National Capital Region.

^dAccording to Navy officials, Fleet Forces Command has military personnel dedicated to support NORTHCOM, but no dedicated civilian support, and its mission and headquarters-support costs primarily consist of travel costs that cannot be distinguished from its other costs. As a result, Navy officials said they could not provide mission and headquarters-support costs for Fleet Forces Command.



U.S. NORTHERN COMMAND (NORTHCOM)



Fiscal Year 2012 Authorized Military and Civilian Positions by Directorate, Subordinate Unified Command, and Other Activities

U.S. Northern Command Headquarters Directorates	Military	Civilian	Total
J0 Command Group	100	112	212
J1 Manpower and Personnel	19	23	42
J2 Intelligence	92	135	227
J3 Operations	163	197	360
J4 Logistics and Engineering	21	23	44
J5 Strategy, Policy, and Plans	40	68	108
J6 Command and Control Systems	51	73	124
J7 Training and Exercises	11	18	29
J8 Programs, Resources, and Analysis	18	58	76
J9 Interagency Coordination	6	30	36
Science and Technology	3	5	8
Standing Joint Force Headquarters	16	1	17
Headquarters Directorates Total	540	743	1,283
Subordinate Unified Commands and Other Activities			
Security Cooperation Organizations	8	6	14
Joint Task Force North	112	53	165
Joint Task Force Civil Support	88	50	138
Joint Force Headquarters National Capital Region	44	34	78
Subordinate Unified Command and Other Activities Total	252	143	395
U.S. Northern Command Grand Total	792	886	1,678

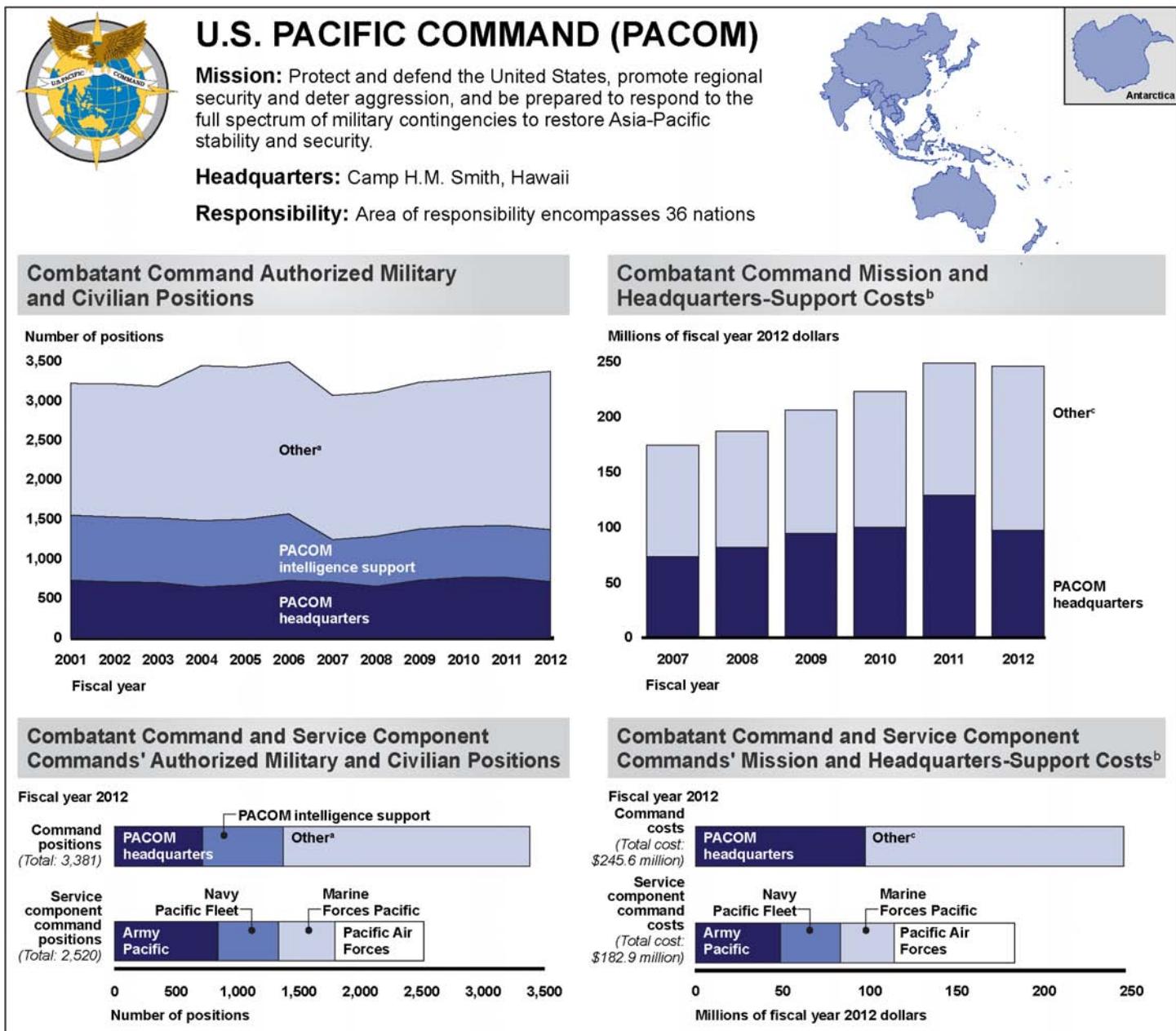
Source: GAO analysis of DOD data.

Note: The combatant commanders have broad authority to organize and structure their commands as they deem necessary to achieve their assigned missions. The commands' structure may include a principal staff officer, personal staff to the commander, a special staff group for technical or tactical advice and others groups of staff who are responsible for managing personnel, ensuring the availability of intelligence, directing operations, coordinating logistics, preparing long-range or future plans, and integrating communications systems. The commands may also have subordinate unified

**Appendix V: Resources at U.S. Northern
Command and its Service Component
Commands**

commands, joint task forces, and other activities, each with their own staff, which support the combatant commands in conducting their operational missions.

Appendix VI: Resources at U.S. Pacific Command and its Service Component Commands



Appendix VI: Resources at U.S. Pacific Command and its Service Component Commands

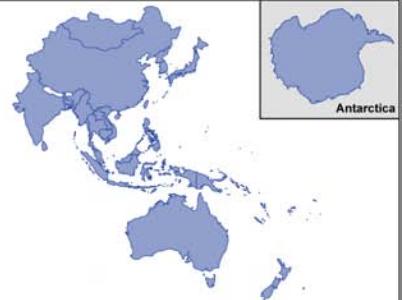
of War/Missing in Action Accounting Command to account for all Americans missing as result of past conflicts. In fiscal year 2012, the Joint Prisoner of War/Missing in Action Accounting Command accounts for approximately 15 percent or 511 of PACOM's total authorized military and civilian positions.

^bMission and headquarters-support costs reflect obligations for operation and maintenance and are represented in constant fiscal year 2012 dollars. These costs include civilian pay, contract services, travel, and equipment, among other costs. DOD was unable to provide obligations for PACOM prior to fiscal year 2007. The mission and headquarters-support costs for PACOM intelligence support, security cooperation organizations, U.S. Forces Korea and some costs for Special Operations Command Pacific are programmed and budgeted for by other organizations and those costs are not reflected in this appendix.

^cOther includes mission and headquarters-support costs for Special Operations Command Pacific, Joint Interagency Task Force West, Joint Prisoner of War /Mission in Action Accounting Command, Alaskan Command, Center for Excellence in Disaster Management, and some funding for the Joint Intelligence Operations Center. In fiscal year 2012, the Joint Prisoner of War/Missing in Action Accounting Command accounts for approximately 39 percent or about \$96.3 million of PACOM's total mission and headquarters-support costs.



U.S. PACIFIC COMMAND (PACOM)



Fiscal Year 2012 Authorized Military and Civilian Positions by Directorate, Subordinate Unified Command, and Other Activities

U.S. Pacific Command Headquarters Directorates	Military	Civilian	Total
J0 Special Staff	88	67	155
J1 Manpower and Personnel	39	15	54
J3 Operations	98	40	138
J4 Logistics Engineering and Security Assistance	44	13	57
J5 Plans and Policy	55	21	76
J6 Communications	52	81	133
J7 Training and Exercises	16	14	30
J8 Resources and Assessments	22	31	53
J9 Pacific Outreach	13	9	22
Headquarters Directorates Total	427	291	718

Source: GAO analysis of DOD data.

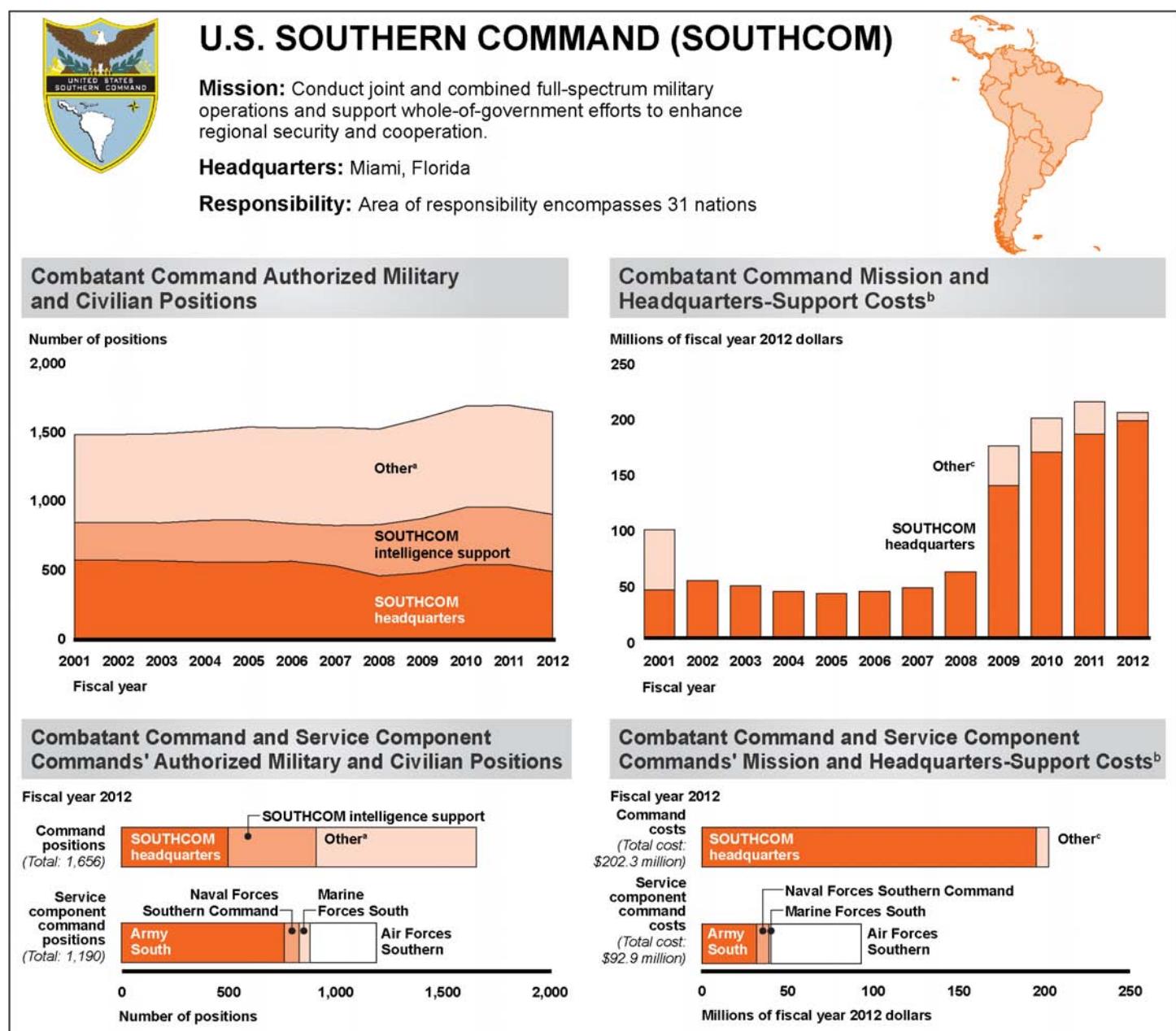
Appendix VI: Resources at U.S. Pacific Command and its Service Component Commands

Fiscal Year 2012 Authorized Military and Civilian Positions by Directorate, Subordinate Unified Command, and Other Activities			
Subordinate Unified Commands and Other Activities	Military	Civilian	Total
U.S. Forces Korea	298	114	412
UN Combined Forces Command	43	13	56
Special Operations Korea	73	9	82
Intelligence Korea	90	97	187
Korea Subtotal	504	233	737
Subordinate Unified Commands and Other Activities			
U.S. Forces Japan	93	59	152
Intelligence Japan	15	6	21
Japan Subtotal	108	65	173
U.S. Alaska Command	43	23	66
Special Operations Command Pacific	222	30	252
Subordinate Unified Command and Other Activities Total	877	351	1,228
Direct Reporting Units			
J2 Joint Intelligence Operations Center	405	249	654
Center for Excellence in Disaster Management	1	8	9
Joint Prisoners of War/Missing in Action Accounting Command	236	275	511
Security Cooperation Organizations	85	67	152
Joint Interagency Task Force West	37	70	107
U.S. Pacific Command Representative to Guam	2	0	2
Direct Reporting Units Total	766	669	1,435
U.S. Pacific Command Grand Total	2,070	1,311	3,381

Source: GAO analysis of DOD data.

Note: The combatant commanders have broad authority to organize and structure their commands as they deem necessary to achieve their assigned missions. The commands' structure may include a principal staff officer, personal staff to the commander, a special staff group for technical or tactical advice and others groups of staff who are responsible for managing personnel, ensuring the availability of intelligence, directing operations, coordinating logistics, preparing long-range or future plans, and integrating communications systems. The commands may also have subordinate unified commands, joint task forces, and other activities, each with their own staff, which support the combatant commands in conducting their operational missions.

Appendix VII: Resources at U.S. Southern Command and its Service Component Commands



Source: GAO analysis of DOD data.

^aOther includes authorized military and civilian positions in Special Operations Command South, security cooperation organizations, Joint Interagency Task Force South, and Joint Task Force Bravo.

^bMission and headquarters support-costs reflect obligations for operation and maintenance and are represented in constant fiscal year 2012 dollars. These costs include civilian pay, contract services, travel, and equipment, among other costs. The mission and headquarters-support costs for

**Appendix VII: Resources at U.S. Southern
Command and its Service Component
Commands**

SOUTHCOM intelligence support, security cooperation organizations, and some costs for Special Operations Command South are programmed and budgeted for by other organizations and those costs are not reflected in this appendix.

^oOther includes mission and headquarters-support costs for Special Operations Command South, Joint Interagency Task Force South, and costs for the 7th Special Forces Group for travel, supplies, and transportation of equipment.



U.S. SOUTHERN COMMAND (SOUTHCOM)



Fiscal Year 2012 Authorized Military and Civilian Positions by Directorate, Subordinate Unified Command, and Other Activities

U.S. Southern Command Headquarters Directorates	Military	Civilian	Total
J0 Command Staff	46	48	94
J1 Manpower and Personnel	16	16	32
J2 Intelligence, Surveillance, and Reconnaissance	243	182	425
J3 Operations	48	51	99
J4 Logistics	18	18	36
J5 Strategy, Policy, and Plans	32	18	50
J6 Communications System Dominance	25	31	56
J7 Theater Engagement	23	29	52
J8 Resources and Assessments	4	49	53
J9 Partnering	2	10	12
Headquarters Directorates Total	457	452	909
Subordinate Unified Commands and Other Activities			
Special Operations Command South	143	28	171
Joint Task Force Bravo	6	0	6
Joint Interagency Task Force South	166	181	347
Security Cooperation Organizations	110	113	223
Subordinate Unified Command and Other Activities Total	425	322	747
U.S. Southern Command Grand Total	882	774	1,656

Source: GAO analysis of DOD data.

Note: The combatant commanders have broad authority to organize and structure their commands as they deem necessary to achieve their assigned missions. The commands' structure may include a principal staff officer, personal staff to the commander, a special staff group for technical or tactical advice and others groups of staff who are responsible for managing personnel, ensuring the availability of intelligence, directing operations, coordinating logistics, preparing long-range or future plans, and integrating communications systems. The commands may also have subordinate unified commands, joint task forces, and other activities, each with their own staff, which support the combatant commands in conducting their operational missions.

Appendix VIII: Areas of Responsibility and Headquarters Locations of the Geographic Combatant Commands and Some of Their Components

Appendix VIII contains information presented in Figure 1 in noninteractive format.

Geographic Combatant Command	Headquarters locations
U.S. Africa Command	<ul style="list-style-type: none">AFRICOM Headquarters, Stuttgart, GermanyArmy Africa, Vicenza, ItalyU.S. Air Forces in Europe-Air Forces Africa, Ramstein, GermanyNaval Forces Europe-Naval Forces Africa, Naples, ItalyMarine Forces Africa, Stuttgart, GermanySpecial Operations Command Africa, Stuttgart, Germany
U.S. Central Command	<ul style="list-style-type: none">CENTCOM Headquarters, Tampa, FloridaArmy Central, Sumter, South CarolinaAir Forces Central Command, Sumter, South CarolinaNaval Forces Central Command, Manama, BahrainMarine Forces Central, Tampa, FloridaSpecial Operations Command Central, Tampa, Florida
U.S. European Command	<ul style="list-style-type: none">EUCOM Headquarters, Stuttgart, GermanyArmy Europe, Heidelberg, GermanyU.S. Air Forces in Europe-Air Forces Africa, Ramstein, GermanyNaval Forces Europe-Naval Forces Africa, Naples, ItalyMarine Forces Europe, Stuttgart, GermanySpecial Operations Command Europe, Stuttgart, Germany
U.S. Northern Command	<ul style="list-style-type: none">NORTHCOM Headquarters, Colorado Springs, ColoradoArmy North, San Antonio, TexasAir Forces North, Panama City, FloridaFleet Forces Command, Norfolk, VirginiaMarine Forces North, New Orleans, Louisiana
U.S. Pacific Command	<ul style="list-style-type: none">PACOM Headquarters, Oahu, HawaiiArmy Pacific, Oahu, HawaiiPacific Air Forces, Oahu, HawaiiNavy Pacific Fleet, Oahu, HawaiiMarine Forces Pacific, Oahu, HawaiiSpecial Operations Command Pacific, Oahu, HawaiiAlaskan Command, Anchorage, AlaskaU.S. Forces Japan, Honshu, JapanU.S. Forces Korea, Seoul, South KoreaSpecial Operations Command Korea, Seoul, South Korea

Appendix VIII: Areas of Responsibility and Headquarters Locations of the Geographic Combatant Commands and Some of Their Components

Geographic Combatant Command	Headquarters locations
U.S. Southern Command	<ul style="list-style-type: none">• SOUTHCOM Headquarters, Miami, Florida• Army South, San Antonio, Texas• Air Forces Southern, Tucson, Arizona• Naval Forces Southern Command, Jacksonville, Florida• Marine Forces South, Miami, Florida• Special Operations Command South, Homestead, Florida

Source: GAO Analysis of DOD data

Appendix IX: Comments from the Department of Defense



THE JOINT STAFF

WASHINGTON, DC

8 May 2013

Reply ZIP Code:
20318-0300

Mr. John Pendleton
Director, Defense Capabilities and
Management
U.S. Government Accountability Office
441 G Street, NW
Washington, DC 20548

Dear Mr. Pendleton:

This is the Department of Defense response to Draft Report GAO-13-293, "Defense Headquarters: DoD Needs to Periodically Review and Improve Visibility Over Combatant Commands' Resources," dated 29 March 2013 (GAO Code 351731).

The Department concurs with all recommendations in the report except Recommendation 1. We believe any periodic review must be a mission review, which is not appropriate for inclusion in CJCSI 1001.01A, "Joint Manpower and Personnel Program." Detailed comments on each recommendation are enclosed.

The Joint Staff point of contact is Lieutenant Colonel Julian D. Stephens, USAF; J-8/PBAD; 703-695-7066.

Sincerely,

A handwritten signature in black ink, appearing to read "Curtis M. Scaparotti".

CURTIS M. SCAPAROTTI
Lieutenant General, U.S. Army
Director, Joint Staff

Enclosure:
As stated

**Department Of Defense Comments on the Recommendations in
Draft Report GAO-13-293, "Defense Headquarters: DoD Needs to
Periodically Review and Improve Visibility Over Combatant Commands'
Resources,"
29 March 2013
(GAO Code 351731)**

RECOMMENDATION 1: The Chairman of the Joint Chiefs of Staff (CJCS) to revise CJCSI 1001.01A, Joint Manpower and Personnel Program, to require a periodic evaluation of the Combatant Commands and their existing size and structure to meet their current missions.

DoD RESPONSE: Nonconcur. Combatant Commands have been baselined twice since 2008. In addition, reductions were taken during the Program Budget Review (PBR) 12 Secretary of Defense Efficiency review, PBR 14 Civilian Reduction drill, and PBR 14 Combatant Command Wedge (-\$690M). Additionally, manpower request based on new or expanding missions must come through the Joint Manpower Validation Program for right-sizing. Any periodic review must be a mission review (J3/J4/J5), which is not appropriate for inclusion in CJCSI 1001.01A. If the Secretary of Defense approves divestiture of a mission, J1 will work with the Combatant Commands to reduce the associated manpower.

RECOMMENDATION 2: The Chairman of the Joint Chiefs of Staff to revise Chairman of the Joint Chiefs of Staff Instruction 1001.01A to require the Combatant Commands to identify, manage, and track all personnel data, including temporary personnel like civilian over-hires and activated reservists, in electronic-Joint Management and Personnel System (e-JMAPS) and identify specific guidelines and timeframes for the Combatant Commands to consistently input and review personnel data in e-JMAPS.

DoD RESPONSE: Concur. The electronic-Joint Management and Personnel System (e-JMAPS) is transitioning to management by USD (P&R). Moreover, USD (P&R) recently issued a Directive Type Memorandum (DTM) requiring the use of e-JMAPS, and this guidance will first be incorporated into a DoD Instruction then subsequently into CJCSI 1001.01A. Upon that time, CJCSI 1001.01A will require the DoD (all Combatant Commands, Services, Service Components, Agencies etc...) to identify, manage and track all personnel data, including temporary personnel like civilian overhires and activated reservists, in e-JMAPS. It will also identify specific guidelines and timeframes for DoD organizations to consistently input and review personnel data in e-JMAPS.

RECOMMENDATION 3: The Joint Staff, the Combatant Commands, and the Service components to develop and implement a formal process to gather information on Service component commands' personnel.

DoD RESPONSE: Concur.

RECOMMENDATION 4: The Office of the Under Secretary of Defense(Comptroller) to revise DoD's Financial Management Regulation Volume 2.a.Ch. 1 to require the military departments, in their annual operations and maintenance budget documents, to identify the authorized military positions and civilian and contractor full-time equivalents at each combatant command and provide detailed information on funding required by each command for mission support, such as civilian pay, contract services, travel, and supplies.

DoD RESPONSE: Concur. Request revision of recommendation to capture/delineate the type of civilians provided by the Services within each Combatant Command. DoD's Financial Management Regulation, Volume 2.a.Ch. 1, to require the Military Departments, in their annual operations and maintenance budget documents, to identify the authorized military, civilian, and contractor full-time equivalent (FTE) positions at each Combatant Command and provide detailed information on funding required by each command for mission support, such as civilian pay, contract services, travel, and supplies. The Services also recommend the creation of a new exhibit to capture the required contract and FTE data in lieu of the current depiction.

Appendix X: GAO Contact and Staff Acknowledgments

GAO Contact

John H. Pendleton, (202) 512-3489 or pendletonj@gao.gov

Staff Acknowledgments

In addition to the contact named above, key contributors to this report include Marie A. Mak (Assistant Director), Richard K. Geiger, Cynthia L. Grant, Oscar W. Mardis, Tobin J. McMurdie, Meghan C. Perez, Carol D. Petersen, Richard S. Powelson, John Van Schaik, Michael C. Shaughnessy, Amie M. Steele and Sabrina C. Streagle.

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